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# THE MYSORE BLUE BOOK

## AND

# PUBLICITY JOURNAL

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VOLUME I, No. 1.]

[JUNE 1924.

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### EDITORIAL

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This number marks the commencement of the first volume of the "Mysore Blue Book and Publicity Journal" which will replace the quarterly compilation that was hitherto being published. In recent months, suggestions have been made in the Press and elsewhere that the quarterly journal should be converted into a monthly and its scope extended. In response to this wide-spread desire and as part of the arrangements recently sanctioned by Government for securing a wider publicity to their measures and policy, the quarterly journal has been converted into a monthly publication.

The scope of the journal in its new form is thus explained in the Government Order of the 22nd April 1924, printed on page 27 of this issue.

"The Blue Book Journal which was started in the year 1916 as a semi-official publication and is a compilation of important official papers of more or less permanent interest, issued by the Mysore Government as well as by other Governments, will hereafter be designated "The Mysore Blue Book and Publicity Journal" and will be issued monthly in English and Kannada instead of quarterly in English only as hitherto. It will include the following parts: (1) Prefatory remarks and comments explaining important Government Orders and Measures (Editorial); (2) Reviews of important administration reports, books and publications of the Government of Mysore; (3) Extracts from important orders of



foreign Governments; (4) Notes correspondence, suggestions relating to matters of administration from Government officers and the public and (5) Miscellaneous (Notes on questions relating to Local Self-Government, public health, agriculture, co-operation, etc)."

One of the most important features of the Journal is the opportunity afforded to the non-official public to give expression to their views on important matters of administration. It is hoped that this opportunity will be fully utilised, particularly by members of the Legislative Council, the Representative Assembly and Local Boards.

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Besides the publication of a monthly journal, the question of further improving the arrangements for securing publicity to Government measures and policy has been considered by Government. The system of making official information available to newspapers by opening a Press Room in Bangalore has been in existence for 18 years now and this has recently been extended by opening a Press Room at Mysore. In addition all important orders of public interest are published in the Official Gazette, copies of which as well as of other official papers, such as the State administration reports and departmental reports are supplied to the editors of recognised newspapers. These arrangements have however, been represented to be inadequate to meet present requirements and by way of supplementing the existing facilities, the Government have ordered the issue to editors of newspapers of weekly abstracts of important official papers, both in English and Kannada in a form suitable for publication in addition to supplying them with copies of the papers *in extenso*. These arrangements afford a further illustration of the desire of Government to take the press and the public fully into their confidence.

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Among all classes of His Highness' subjects, there is no class more deserving of assistance towards social amelioration than the community known as the Depressed Classes. Great efforts have in the past few years been made to create facilities for their moral and material progress; but something more than these facilities for education is required for a community that is sunk in



object poverty and is ever bordering on want. The bulk of the depressed classes are landless, and as part of the policy of effecting their economic uplift, a recent order sanctions a scheme for the grant of lands to them at concession rates. A sound restriction has been imposed preventing the alienation of their lands for a period of ten years.

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A recent order of the Government directs the reduction of the menial establishment of the Bangalore District Office by 4 hands, resulting in a saving of Rs. 420 a year. Some misapprehension seems to prevail regarding the order which has been commented upon in the press, and it is well that it should be cleared. The reduction in question is not an isolated case relating to a single office, but part of a general scheme to reduce menial establishment in all the offices in the State. There has been a complaint for several years that Government officers in Mysore had too many menials. The Special Finance Committee who went into this question were of the opinion that the number of orderlies detailed for duty on officers in their offices and private residences was excessive and was capable of considerable reduction. On a careful consideration of the matter, Government passed their orders in their proceedings dated 11th September 1922 and the action taken in accordance with this order has resulted in a saving of nearly Rs. 80,000 per annum.

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With a view to regulate tours by Revenue officers and to avoid separate tours on different dates to the same place for different items of work, when all such items could be attended to at one visit, orders have been issued laying down instructions in the matter of the framing of tour programmes by the officers of the Revenue Department.

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At the Representative Assembly Session of October 1922, the separate demarcation of Brahmadaia and Devadaya Inams according to enjoyment was urged as the present mixing up of the two has caused some difficulty. The Government have issued orders directing the demarcation of the mixed Devadaya and Brahmadaia lands into separate numbers, in cases in which the parties are agreed as to the area in their respective enjoyments.

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The inconvenience caused to the raiyats by the existing system of disposal by auction of the produce (leaves and seeds) of honge trees on Government lands having been represented to the Dewan during his tour in August 1922 and the revival of the old system of leasing the produce having been urged at more than one session of the Representative Assembly, Government have issued orders accepting the recommendation of the Revenue Commissioner that in future the usufruct of honge trees on Government lands outside State and village forests be reserved to the resident raiyats of the villages concerned on payment of Rs. 2-8-0 per 100 trees and sold by auction only when the villagers do not avail themselves of the concession.

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A long pending subject that was disposed of during the month is that relating to the improvement of grazing facilities. There has been a constant and widespread complaint that cattle are not being allowed to graze in the State Forests to as large an extent as would be possible under a more liberal system of throwing open the State Forests for such grazing. It has also been urged that the period of 'close season' in State Forests might be reduced with advantage both to the Government and to the raiyats and that in particular districts such forests might even be thrown open for grazing throughout the year. These and other suggestions have been carefully considered by Government, and the order published on page 73 of this issue deals with this subject. It provides for the fullest facilities for grazing purposes consistently with the extent and capacity of the lands available and the proper conservation and development of the grazing areas. It is hoped that the measures now sanctioned will meet the long-standing wants of the raiyats and will result in a material addition to the fodder resources of the State.

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The conduct of the sales of tangadi bark and other minor forest produce which had hitherto been entrusted solely to the officers of the Forest Department will, in future, be held by the Deputy Commissioner of the district or in the event of his absence from headquarters, by an Assistant Commissioner of senior rank deputed by him, the District



Forest officer being also present on the spot to help the sale-conducting officer.

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Complaints having been made to Government regarding several irregularities in the working of the Mysore Income-tax regulation and the levy of the tax, they have passed orders indicating the procedure that should be adopted in fixing the income of the assessee and in hearing cases and appeals.

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The question of providing seats to all the eligible students seeking admission to the Science sections of the Bangalore Central College has long been under consideration. The Special committee appointed by the University Senate went into the subject and formulated certain proposals for meeting the increased requirements. These proposals were considered by the University Council who submitted the following recommendations to which the Government have signified their general approval :

1. The new block of the District Office building to be handed over immediately to the University and equipped suitably for science teaching.

2. A first floor to be erected over the Mathematics block of the Central College and the Engineering College building to be extended.

3. Additional staff to be entertained for the departments of Physics and Chemistry, Mathematics, English, Kannada and Sanskrit.

The above proposals are estimated to involve a total expenditure of Rs. 76,000 non-recurring, and Rs. 54,000 recurring.

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The latest order of Government sanctioning a revised scale of grants to aided V.E. Schools removes some of the principal defects which have militated against the growth of these institutions in the past. It recognises that the system of making the villagers responsible for the maintenance of aided schools and for the payment of suitable salaries to the school-masters by supplementing the Government grants with their own contributions in the shape of an annual gift of grain optionally commutable to a money payment, has in practice proved to be unsuitable either for ensuring the



efficient maintenance of the schools or for securing their permanence, inasmuch as the voluntary contributions of villagers are indefinite, uncertain and incapable of regular recovery. The decline in the number of aided schools has for this reason been alarmingly heavy during the last few years and in order to prevent a further falling off in their numbers, sanction has been accorded to the proposals of the Inspector-General for increasing the scale of grants to the schools by an average of Rs. 2 per mensem per school, so that the grants may range from Rs. 7 to Rs. 9 per mensem with an additional rupee in the case of schools for girls and for the depressed classes. It is provided that to entitle a teacher to higher pay, he should have put in a continuous service of at least 6 years in the same institution and that the schools which have languished for want of support and are now proposed to be revived be given the extra grant only when they have got into working order.

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A project costing Rs. 4,72,000 for the supply of water to the Tumkur town from the Maidala tank has been sanctioned subject to scrutiny by an expert to be appointed by the Government. The cost of the project will be met in equal proportion by the Government and the Town Municipal Council of Tumkur, the Government grant being subject to certain conditions.

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The Director of Geology having brought to notice the large increase in the number of applications for prospecting licenses, consequent upon the recent removal of restrictions on mining Chrome ore and having sought instructions as to the priority of applications received from the different classes of applicants, the Government have framed certain rules which should regulate the disposal of applications for the grant of prospecting licenses for chrome ore. The order on this subject is published on page 25.

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With a view to save inconvenience to the non-official members of the Representative Assembly and Legislative Council, and to arrange for the payment of their travelling allowance claims with the least possible delay, arrangements have been made for such claims being preferred and paid on the last day of each session. (Vide page 32.)



We invite the attention of our readers to the editorial article in the "Near East" of London, dated 24th April 1924, reprinted on page 83 of this issue, discussing the problem of the relations between British India and Indian States in the present period of transition and incidentally referring to some features of the new Dispensation which His Highness the Maharaja has been graciously pleased to bestow upon his subjects.

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On page     we extract an article from the *Times Engineering Supplement*, which gives some details of the great Wembley Exhibition and of the Mysore Court which is deserved by attracting a great deal of attention. The Court has received distinguished patronage. Information has been received that Their Imperial Majesties the King Emperor and the Queen Empress of India, with the King and Queen of Roumania, visited the Mysore Court on Wednesday, May 14th and were greatly impressed by the variety of the exhibits and especially the sandalwood and ivory carving and exquisite lacquer ware work displayed by the State. The entire collection of Mysore exhibits received warm approval and Their Imperial Majesties were pleased to purchase certain articles from the Court. That the Mysore contribution to the Empire Exhibition should have been so excellent is a matter of which the people have reason to be proud.







*PART 1—Orders of Government (Mysore).*

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**LAND REVENUE.**

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**The Depressed Classes.**

**GRANT OF LANDS AT CONCESSION RATES.**

The Revenue Commissioner states that the Deputy Commissioners may be given the discretion to give the depressed classes available lands at half the upset value even in cases where the lands have otherwise to be sold by auction, the amount being recovered in not more than 5 annual instalments and that in cases where the value of the land does not exceed Rs. 50 they may also be given the power to waive recovery of the upset price altogether. In order to secure that the lands are retained by the grantees for their own benefit and are not given away to others, the Revenue Commissioner observes that it is necessary to lay down a rule that the lands thus given at concession rates should not be alienated for a period of about 10 years.

Government approve of the Revenue Commissioner's recommendations in their entirety.

*G. O. No. R. 4850-8—L. R. 261-22-141, dated 29th  
March 1924.*

**Malur Town Water-Supply.**

The question of providing an adequate supply of water to the town of Malur has been engaging the attention of Government for some time past. On the 3rd October 1921 the Deputy Commissioner, Kolar District, convened at Malur a public meeting of the local people and certain Government officers, including the Executive Engineer, the Maramat Engineer and the Sub-Division Officer, with a view to ascertain public opinion regarding the reservation of the Doddakere water for the use of the town. The general opinion of the meeting was in favour of conserving the water



for the use of the townspeople as there was no other means of receiving an adequate supply. It was felt that although the tank is on a lower level than the town, the reservation of the water in the tank would assure a supply of water in the wells in the town. Eighty-five of the people that had assembled were in favour of the proposal and 22 against. The Deputy Commissioner reported that as an experimental measure, the tank water might be allowed to be reserved for three consecutive years and that this would entail remission of half the wet assessment on the atchkat, *i.e.*, Rs. 945 at Rs. 315-0-0 per year.

When the Dewan visited the town on the 9th February 1924, the matter was again pressed by the townspeople. If the proposal is accepted as a permanent arrangement, compensation amounting to nearly Rs. 10,000 will have to be paid to the holders of the lands below the tank and there will further be an annual loss of nearly Rs. 400 to Government by conversion of the wet lands into dry. Although there is a difference between the levels of the town and the tank, Government, in view of the great difficulty that is experienced every summer for water in this town, consider that the effect of the reservation of the tank water should be ascertained by actual experiment. It is reported that the majority of the raiyats under the tank have no objection to the proposed measure. Government direct that the water of the Doddakere at Malur be reserved for a period of three years for the supply of water to the Malur Town as an experimental measure subject to the conditions that the holders of the lands under the tank agree to the following terms :—

(1) That they pay dry assessment on the lands for three years.

(2) That if the experiment shows that the conservation of the water in the tank does not improve the water-supply to the town, they will reconvert the lands to wet as before, without claiming any compensation. Mutchalikas must be taken from the raiyats concerned to the above effect.

In order to determine the relationship between the level of water in the tank and in the wells in the town a record of such levels should be kept. The Chief Engineer is requested to take necessary action in the matter.

G. O. NO. R. 4901-5—L. R. 21-22-4, dated 1st April 1924.

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**Touring officers of the Revenue Department.****INSTRUCTIONS REGARDING PREPARATION OF TOUR PROGRAMMES.**

Instances have come to the notice of Government in which touring officers of the Revenue Department undertake several separate journeys to the same place to attend to separate items of work even when all such items could be attended to at one visit. Such a course only increases the expenditure on account of travelling allowance unnecessarily. Government desire to emphasize the importance of all tours being carefully arranged so that when an officer visits a particular place he may dispose of all matters requiring his attention then. The Revenue Commissioner is requested to see that the rule is strictly observed in future.

*G. O. No. R. 5319-271—L. R. 181-21-73, dated 25th April 1924.*

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**Bangalore District Office.****REDUCTION OF MENIAL ESTABLISHMENT.**

As regards the Bangalore District Office, the Deputy Commissioner's proposition statement provides for a reduction of 2 hands out of 27 with a saving of only Rs. 13 per mensem. The reduction proposed is not in conformity with the general principles of retrenchment either as regards the number or the saving. Government accordingly direct that the menial establishment attached to the Bangalore District Office may be reduced by four hands, the two additional men being taken from the 12 peons on Rs. 11 in the establishment, resulting in the total saving of Rs. 22 plus 13 or Rs. 35 a month.

As regards the menial establishment of the Taluk Office, sanctioned in the Government Order of the 4th February 1924, the Deputy Commissioner represents that the Closepet Sub-Taluk should be given three more peons, making in all 13 men, that an additional peon should be sanctioned for each of the Taluks and Sub-Taluk for the Bench Magistrate's Court, and that the pay of the daffedars and peons should be enhanced in accordance with the minimum rates laid down in Government order No. O. 1629-22-



G. M. 42-22-1, dated 11th September 1922. The Closepet Sub-Taluk consists of 4 hoblis which takes away 8 peons for the 4 Sheikdars leaving only two for the Deputy Amildar. Government direct that in view of the above fact the menial establishment may be raised from 10 to 13 hands but this should be done by a re-allotment by the Deputy Commissioner of the establishment sanctioned for the various Taluk Offices so that no additional cost is involved to Government. As regards the peons for the Bench Magistrates' Courts, Government observe that the Deputy Commissioner should obtain sanction in the Judicial Department. Regarding the scales of pay the attention of the Deputy Commissioner is drawn to Government Order No. G. 8892-9—G. M. 42-22-14, dated 21st May 1923, in the light of which his recommendation cannot be approved.

G. O. No. R. 5332-4—L. R. 224-23-7, dated 25th April 1924.

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#### **Separate demarcation of Brahmadaia and Devadaya Inams.**

During the R. A. Session of October 1922, Mr. B. Gopalachar and other members of the Assembly urged for the separation of the Devadaya and Brahmadaia Inam Lands, according to enjoyment, as their mixing up was the cause of much difficulty. The Revenue Commissioner states that all the Deputy Commissioners are in favour of separate demarcation of the two kinds of Inams, and recommends that they may be demarcated as separate survey Nos. according to enjoyment irrespective of the area being less than the prescribed minimum. The Survey Superintendent has no objection to the sub-division of these lands irrespective of the area, but points out that the demarcation would be difficult unless the parties concerned are agreed as to the extents in the enjoyment of each and are prepared to point out the same on the field. Government direct that demarcation of mixed Devadaya and Brahmadaia lands into separate Survey Nos. may be made, without consideration of the area of the Survey Nos. thus formed in cases in which parties are agreed as to the areas in their enjoyments, and execute mutchalikas that they will abide by the demarcation made.

G. O. No. R. 5368-77—L. R. 261-22-145, dated 28th April 1924.

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## Honge trees on Government lands

## DISPOSAL OF PRODUCE.

The question of the disposal of the leaves of Honge trees on Government lands has come up for the consideration of Government several times during the past 40 years. It was brought up in the Representative Assembly in 1890 and Government approved in the order of 14th July 1892 of the action of the Deputy Commissioner, Kolar District, in leasing out the Honge trees in pursuance of the wishes of the people at Rs. 1-12-0 per 100 trees. At the Representative Assembly of 1904, the member from Kolar urged that the system of selling the leaves and the produce separately was a source of inconvenience to the raiyats as there was no harmony of interest between those who purchased the leaves and those who purchased the seeds and that it was desirable to dispose of the produce along with the leaves to the raiyats. Though at first not inclined to change the existing practice, Government eventually accepted in their order of 18th October 1912 the suggestion of leasing the two items together to one and the same person, the existing seigniorage on the leaves being slightly enhanced at the discretion of the Deputy Commissioner. This was ordered tentatively for a period of three years in the first instance. The system was made permanent in July 1918 on the recommendation of the Revenue Commissioner.

In Government Order No. R. 3938-47—Ft. 176-19-4, dated the 18th September 1920, Government directed the exclusion of both Honge leaves and seeds from the category of minor forest produce and their sale separately by the Forest Department. The Revenue Commissioner having proposed the inclusion of honge leaves and seeds under *amarayi*, the proposal was accepted in the Government Order of 17th February 1922 and the disposal of honge leaves and seeds was transferred to the Revenue Department in February 1922. In Government Order No. R. 2296-307 L. R. 205-22-2, dated the 20th November 1922, the practice of granting for a nominal price the right to *amarayi* was ordered to be discontinued and the Amildars were directed to conduct the *amarayi* sales in the villages strictly according to rules and keep proper record of such sales.

The inconvenience of the present system was represented to the Dewan in his tour in the Kolar District in August 1922 and the revival of the leasing system was also



urged in the Representative Assembly of October 1922 and October 1923.

The Deputy Commissioner of Kolar urges that it will be very prejudicial to the interests of the raiyats to dispose of 'Honge leaves' on a strictly commercial basis and, that it is necessary to continue the practice of leasing the trees except where the villagers do not want them, in which case they may be sold by auction. The Revenue Commissioner supports the recommendation of the Deputy Commissioner, Kolar, and recommends that the seigniorage may be raised from Rs. 1-12-0 to Rs. 2-8-0 per 100 trees in view of the changed conditions.

Government observe that there is no uniform practice obtaining at present in the matter of letting the usufruct of honge trees in Government lands. Government accept the Revenue Commissioner's recommendation and direct that in future the usufruct of honge trees on Government lands, outside State and village Forests be reserved to the resident raiyats of the villages concerned on payment of Rs. 2-8-0 per 100 trees and sold by auction when the villagers do not avail themselves of the concession.

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## FOREST.

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### Grazing Facilities!

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#### MEASURES OF IMPROVEMENT.

Government have had under consideration for some-time past the question of laying down a well considered policy in the matter of providing adequate grazing facilities. On a careful examination of the existing facilities in this direction, the extent and capacity of the lands available for grazing purposes and the measures to be adopted for the proper conservation and development of grazing areas, Government published their tentative views on the subject in the official Gazette of the 12th April 1923 and invited objections and criticisms thereon. No representations were received from the public.

On further consideration, Government direct that the following measures be introduced with a view to improving the existing grazing facilities.

2. *Grazing in Gomal lands.* In regard to grazing in gomal lands, all the officers consulted are of the opinion that the present practice of allowing indiscriminate grazing should cease and some measures adopted whereby it would be possible to secure a better growth of grass in these areas. They are of opinion therefore that the gomal lands should, with this object, be suitably divided into blocks and some of them should also be closed against grazing during certain periods and fenced in so as to give them sufficient rest.

The Special Committee, who examined the question, have recommended that the management of gomal lands should be entrusted to Panchayets and that a set of suitable rules should be prescribed for their working.



Government agree with the Committee in their recommendations and generally approve of the rules proposed by them with the exception of those relating to the creation for a period of ten years at a time, of individual rights as they do not consider it desirable that such individual rights should be created in gomal lands which should continue to be enjoyed by the villagers in common. In certain selected localities the grazing rights may be transferred to Panchayets specially formed for the management of gomal lands and a portion of the *hulbanni* revenue of the areas may be made available to such Panchayets, for being spent on the improvement of the gomal lands. The Panchayets may be given the discretion to apportion the gomal lands among the residents of the village for such periods not exceeding 3 years at a time for grazing and subject to such conditions as they may deem proper. Such apportionment, however, shall be without prejudice to the rights of Government.

3. *Grazing in hulbanni lands.*—Government consider that the system of *hulbanni* sales prevailing in the State is far from satisfactory, as it permits of over-grazing and reckless use of pastures by a section of the raiyat population. They therefore direct that the management of all lands now sold for grazing under the *hulbanni* system be given over to one or other of the Village Committees or Panchayets who may be willing to come forward to regulate the grazing in them and to undertake to improve them. The transfer of such rights will however be subject to the following conditions:—

(1) An amount calculated at the rate of two annas per acre of assessed, and at one anna per acre of unassessed, waste land shall be levied. Government will assign half of the revenue so realised to the Village Local Bodies or to the Panchayets who will be expected to utilise the amounts towards the improvement of the grazing lands, their conservation and watch or for such other purposes as may be indicated by Government.

Subject to the above conditions the Revenue commissioner is requested to issue necessary instructions delegating the power of disposal of grazing in *hulbanni* lands to Village Improvement Committees, Local Board Panchayets, Village Forest Panchayets, or any special Panchayets formed for the management of gomal lands. In villages in which no Local Committee as indicated above is prepared to come forward the right to grazing therein will be sold by public auction.



4. *Grazing in State Forests and Plantations.*—The Revenue Commissioner, the Conservator of Forests and the Director of Agriculture, as also most of the Deputy Commissioners who were consulted, are of opinion that the *Kancha System* which has proved successful elsewhere may be tried in selected localities and extended gradually. The Conservator of Forests is of opinion that the *Kanchas* should be properly demarcated and closed for grazing from June to November to suit local requirements, but that they need not be fenced in until the system is made permanent.

Government generally agree with the view that the *Kancha system* may be introduced in the State and accordingly direct the Conservator of Forests to select the localities where a beginning may be made and submit his recommendations to Government as to the conditions subject to which such sales may be held.

5. *Forest Village System.*—In order to meet the cases of villages which under Forest Settlement, have been conceded privileges of grazing their cattle free or at concession rates in State Forests, Government direct the adoption of what may be called the "Forest Village System". The conditions governing the system will be as follows :—

(a) Separate blocks of open forest will be constituted for the different villages or groups of villages.

(b) The blocks will be demarcated and will, as far as possible be extensive enough to provide grazing for the entire number of cattle which the villagers are entitled to graze.

(c) Grazing fees will be charged according to the terms of the Forest Settlement, but they will be commuted as far as possible into a lumpsum payment.

(d) The continuance of the privilege will be conditional on the fulfilment of certain specific obligations by the villages e.g., protection of forest from fire and other damages.

(e) Forest subordinates will check from time to time the number of cattle grazed and the condition of the block. Abuse of privileges will be punished by the impounding of the cattle.

6. *The Permit System.*—The system of grazing in State Forests on prepaid permits issued by the Forest Department is generally associated with grave abuses, and Government are of the opinion and accordingly direct that it should be



gradually abolished in favour of the *Kancha* and the Forest Village Systems which leave the management of grazing in the State Forests to the villages on conditions. The lumpsum grazing fees system should be revised by the introduction of the *Kancha* and Forest Village Schemes.

The Forest Department should however arrange to provide special areas for the pasturage for sheep but goats should under no circumstances be permitted to graze in the State Forests.

7. Government consider it necessary to make it incumbent on the Forest Department that some portion of the revenue realised by it by the disposal of grazing rights, should be spent in providing facilities for the cattle in the areas given out for grazing. The Forest Department should therefore take steps to provide facilities in the following, among other directions, a reasonable portion of the grazing revenue being devoted for the purpose.—

- (1) The provision of facilities for watering cattle.
- (2) Fencing grazing blocks, and
- (3) Growing better kinds of grass.

A brief account of the operations undertaken in this behalf during the year should be given in the annual Administration Report of the Department.

8. The Director of Agriculture has reported that experiments conducted by the Department have proved that grass available in the Malnad Forests which now generally goes to waste can be made into excellent fodder for cattle by cutting and storing it in *pit silos*. The Conservator of Forests is requested to co-operate with the Director of Agriculture in demonstrating and popularising this method of storing fodder.

9. Government also direct that the question of granting on *hulgal* tenure lands relinquished by the Amrit Mahal Department not fit for cultivation be investigated by the Revenue Commissioner with a view to encourage the formation of private pastures.

10. Government do not propose to raise the fees under the permit system as notified in para 16 of the official paper published in Government Order No. R. 16561 Ft 226-1, dated 24th June 1919, in view of the general direction that this system should be abolished.

11. Government trust that the foregoing measures now sanctioned will help to meet the long standing wants of the



rai-yats and that, with the co-operation of the Departments concerned and the agricultural population in general the administration of the revised rules will result in a material addition to the fodder resources of the State.

*G. O. No. 6048--60--Ft. 226-18-11, dated 4th April 1924.*

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**Tangadi and Kakke Barks.**

**SALES TO BE CONDUCTED IN FUTURE BY THE  
DEPUTY COMMISSIONERS.**

Prior to the issue of the Government Order, dated 22nd March 1919 the sales of tangadi and kakke barks were held "by the District Forest Officer in conjunction with an Assistant Commissioner deputed by the Deputy Commissioner" and the sales were subject to confirmation by the Deputy Commissioner. But as a result of decentralisation of powers effected in Government Order, dated the 22nd March 1919, the conduct of sales of tangadi bark and other minor forest produce was entrusted solely to the officers of the Forest Department. In view, however, of the large revenue derived from these items and of the complaints occasionally received about the sales held by the Forest Officers, Government consider it desirable to restore the previous practice of associating the Revenue officers in the conduct of these sales.

They accordingly direct that the sales of the tangadi bark and other items of Minor Forest Produce be henceforth held at the District Headquarter by the Deputy Commissioner or in the event of his unavoidable and unexpected absence from Headquarter, by an Assistant Commissioner of senior rank deputed by him for the purpose, the District Forest Officer being present to help the sale conducting officer. After the sales are concluded the records of the sale will be forwarded to the Conservator who will take necessary action in respect of the confirmation of the sales or otherwise, in accordance with the instructions contained in paragraph 11 of Government Order, dated 24th March 1923.

*G. O. No. 6574-84, Ft. 101-23-3, dated 24th April 1924.*



## REGISTRATION.

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### Bifurcation of the Sub-Registry Office at Bangalore.

The number of registrations per annum in the Mudgere and Sagar Sub-Registry offices continuously for the past 6 years has been much below 600 which is the minimum prescribed for a special sub-registry office. In the circumstances Government agree with the Inspector-General of Registration that there is no need for a full-time special Sub-Registrar in those places and that the Registration work therein can conveniently be looked after by the Taluk Sheristedars without prejudice to Treasury and Revenue work. They accordingly direct the conversion of these special offices into *ex-officio* offices with effect from 1st July 1924. The establishment of each of these two offices will be reduced to one clerk on Rs. 20 and an attender on Rs. 12 per mensem.

The work in the Bangalore Sub-Registry office is reported to have increased to such an extent that it is hardly possible for a single Sub-Registrar to efficiently cope with it. Government therefore order that the Bangalore Sub-Registrar's office be split into two—one for the Bangalore City and the other for the Bangalore Taluk exclusive of the Bangalore City from the 1st July 1924. The saving obtained by the abolition of the Special Offices at Mudgere and Sagar will be utilised to partly meet the extra cost for the bifurcation of the Bangalore Sub-Registrar's office.

G. O. No. P. 5842-3, Regis., 17-23-12, dated 15th April 1924.

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## INCOME-TAX.

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### The Mysore Income-tax Regulation.

#### INSTRUCTIONS REGARDING METHODS OF ASSESSMENT, ETC.

The Commissioner of Income-tax has inspected 12 offices and submitted a report in respect of the procedure adopted in these offices as regards the method of assessment, the hearing of cases and appeals, the examination of accounts and the levy of penalties. On a perusal of the report and examination of the records that have come up before Government in connection with revision applications, they are pleased to pass the following orders in respect of the hardships complained of at the Representative Assembly.

2. *Method of assessment.*—It has been brought to notice that when accounts produced by the assesseees are not accepted by the assessing officers, reasons are not always given for their rejection. Government direct that in all such cases reasons for the non-acceptance of the accounts should be invariably given for the information of the appellate authority, if the case goes on appeal. Instances have also come to notice of Government in which in the absence of the submission of the returns of income or of the production of accounts by the assesseees, their income has been fixed arbitrarily by the assessing officer. All assessing officers should therefore be directed to see that the income of the assesseees is fixed on some tangible data obtained by confidential enquiries, result of which should be on record, instead of arbitrarily and that the facts on which their conclusions are based are mentioned in the order as far as possible.

3. *Hearing of cases, etc.*—Every facility should be afforded to the assesseees to represent their cases before the assessing officer or the appellate authority before the cases are decided. Appeals should not be disposed of without giving



notice to the appellant and affording him an opportunity to represent his case. They should be posted for hearing and brought to disposal as early as possible and without undue delay.

4. In regard to the representation regarding the extension of the period for presentation of appeals, Government are of opinion that the provisions contained in Section 30 of the Income-tax Regulation for the admission of the appeal after the prescribed period, at the discretion of the Deputy Commissioner, if he is satisfied with the reasons for the delay, are quite sufficient to meet all reasonable requirements and that no change in the law is called for in this respect.

5. *Examination of accounts.*—Section 13 of the Income-tax Regulation clearly lays down that income, profits and gains from business, professional earnings and income from other sources, shall be computed in accordance with the method of accounting regularly employed by the assessee. Accounts produced by the assessee should not be rejected and the turn-over basis adopted unless there are good grounds which should be placed on record to consider them to be unreliable and not worthy of acceptance.

6. In view of the complaints that have been received that assessee are often detained for long periods with their accounts in the Income-tax Offices much to the prejudice of their legitimate work, all Income-tax officers are required to see that the parties are heard promptly and their accounts examined and returned to them with as little delay as possible, suitable notice being taken of the conduct of the accountants concerned when there has been undue delay on their part in the examination of the accounts. It is also very necessary that every effort should be made by the Income-tax Officers to get tax-payers to file returns of income before finally assessing them.

7. In regard to the levy of penalties instructions have already been issued in Government Order No. Fl. 3581-90--I. T. 43-23-2, dated 4th January 1924 to the effect that the recovery of penalty may be waived, if the whole amount of tax is paid within 60 days from the date of service of the notice of demand, and no further orders are therefore called for in this respect.

G. O. No. Fl. 5996-6005—I. T. 35-23-5,  
dated 23rd April 1924.

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## JUDICIAL.

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### Courts of Special Magistrates.

#### RECRUITMENT OF CLERKS AND HEAD CLERKS.

Government direct that in modification of existing orders the following qualifications be prescribed for candidates seeking appointments in the Courts of the Magistrates :—

1. For the posts of Head clerks in the Courts of Magistrates of the first class, a pass in the Criminal Higher Examination and for posts of Head clerks of other courts a pass in the Criminal Lower shall be necessary.

2. The qualifications of other clerks of these courts shall be only those mentioned in G. O. No. E. A. 2093-172—E. A. 14-21-7, dated 28th November 1921 prescribing the minimum qualifications for the several classes of appointments.

*G. O. No. P.5592-99—Courts 229-27-2, dated 4th April 1924.*

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## EDUCATION.

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### The Central College, Bangalore.

#### FACILITIES FOR THE ADMISSION OF STUDENTS.

The question of providing seats in the Central College to the full number of eligible students seeking admission to the Science Sections has been one of increasing difficulty from year to year. Owing to the enormous increase in the number of successful candidates at the Entrance Examination of 1923 who had taken up Science subjects for their optionals, and to the fact that the equipment of the College allowed only a maximum number of 120 new admissions, special arrangements had to be made at the commencement of the current year for accommodating 200 students in the Central College by forming a new group of subjects, *viz.*, Mathematics, Chemistry and Geology. At the meeting of the University Senate held on the 28th May 1923, the question of providing accommodation in the B.A. and B.Sc. classes of the Central College to all students taking Science subjects for their optionals was referred to a Special Committee. The subject was also mooted at the last Dasara Session of the Representative Assembly when the Government promised to issue orders to remove the inconvenience complained of as far as possible after the receipt of the report of the Special Committee of the Senate. The Committee, on a consideration of the probable demand for admissions during the four years 1924, 1925, 1926 and 1927 have submitted the following conclusions and recommendations:—

(1) That with the present accommodation in the Central College it is not possible to accommodate appreciably more than the present strength of students.

(2) That, in view of the growing number of students in the Primary, Middle and High Schools in the State, the number of students seeking admission to the University is likely to grow rapidly.



(3) That the time has not arrived when an arbitrary limit should be imposed on the number of students to be admitted to the Science courses.

(4) That the only way to provide for a large number of students is to find additional room.

(5) That for this purpose the new block of the District Office building at Bangalore be immediately handed over to the University by Government and that early steps be taken to erect the first floor over the Mathematics block of the Central College.

(6) That the necessary funds for the additional staff and equipment required be provided with no loss of time, so as to provide for the admission of a larger number of students in July 1924.

2. The report of the Committee was considered by the University Council at their meeting held on the 19th and 21st January 1924 when it was resolved that the provision for four years as recommended by the Committee be deferred and that the immediate requirements for the next two years alone be considered and that the Vice-Chancellor in consultation with the Principals of the Colleges be authorised to make a recommendation to the Government in the matter. The following recommendations have been made in pursuance of the above resolution.

(1) The new block of District Office building to be handed over immediately to the University, rented buildings being secured for the location of the offices now held therein

(2) A first floor to be erected over the Mathematics block to the Central College and the Engineering College building extended.

(3) The new District Office building to be equipped with necessary Laboratory and other equipment.

(4) Additional staff to be entertained for the departments of Physics and Chemistry, Mathematics, English, Kannada and Sanskrit.

3. The above proposals are estimated to involve a total expenditure of Rs. 76,000 non-recurring and Rs. 54,000 recurring, besides the cost of a new building to locate the Public offices now accommodated in the new District Office block.

4. The admissions to the First year College course during the next two years are estimated to be as follows :—

	1924.	1925.
Physics, Chemistry and Mathematics ..	220	260
Natural Science .. .. .	40	50



5. The existing accommodation in the Central College being altogether inadequate to meet the increased requirements, Government approve generally of the proposals now submitted and to direct that—

(i) the new District office building be handed over to the University, and

(ii) that the University Union building be taken over by Government temporarily for locating the offices now held in the new District Office building.

6. The Chief Engineer is requested to have detailed estimates prepared for fitting up the new District Office for teaching Physics and Chemistry, in accordance with the recommendations contained in the report of the Special Committee of the Senate and take all necessary action to have the works carried out as early as possible, as well as for the transfer of the offices now located in the new District office block to the University Union building.

*G. O. No. 4922-5—Edu. 256-23-5, dated 4th April 1924.*

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#### Grants to Aided V. E. Schools.

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#### REVISED SCALE.

The question of revising the scale of grants to Aided V. E. Schools has been under the consideration of Government for some time past. In 1914, the Government inaugurated a new scheme of grants-in-aid of V. E. Schools, the main feature of which was that the villagers as a whole were made responsible for maintaining the aided school and for the payment of a suitable salary to the teacher by supplementing with their own contribution, the Government grant ranging from Rs. 5 to Rs. 7 so that the total remuneration of the teacher may amount to about Rs. 10 per mensem, the contribution of the villagers taking the shape of an annual gift of gram (Ragi or Rice) optionally commutable to a money payment. For a time the system succeeded in no small measure in stimulating the demand for schools in rural areas and increasing the number of schools to a remarkable extent. But experience has however shown that while the system is well



adopted to test and stimulate the demand for education in rural areas, it is not suitable either for ensuring the efficient maintenance of the schools or for securing their permanence. The defects inherent in the scheme have been detailed in the Memorandum on Education, the most important of these being that the voluntary contribution of villagers is indefinite, uncertain and incapable of regular recovery. The Government therefore proposed in their orders on the Education Memorandum that all the Aided Primary schools, which have no competent management should be converted into Government institutions according to a well defined programme extending over a number of years. But owing to the resources counted upon for carrying out this policy not being available it has not been possible to give effect to this measure of reform, except to a small extent in the Districts where Education Cess is levied.

2. In the meantime as the villagers' contribution is indefinite and uncertain and consequently the teachers have to depend almost entirely on the small grant from Government—a number of these aided schools have gradually disappeared. The decline in their number has been alarmingly heavy during the last few years, the number of such schools actually working at present being reported to be only 1,926. The position is such that a revision of policy is now immediately called for. The Government have therefore decided to increase the scale of grants to these institutions in order to prevent a further falling off in their numbers.

3. The Inspector-General of Education who was consulted in this matter has proposed that the scale of grants to the Village Aided Schools may be increased by an average of Rs 2 per mensem per school so that the grants may range from Rs. 7 to Rs. 9 per mensem with an additional rupee in the case of schools for girls and for the depressed classes, and that the following principles may be adopted in fixing the grants in each case:—

(a) i. If the teacher is a passed person who has either undergone training or put in a service of 6 years or more as a teacher—Rs. 9 per mensem.

ii. If the teacher is a passed person who has neither undergone training nor put in a service of at least 6 years—Rs. 8 per mensem.

iii. If the teacher is unpassed person with at least 6 years teaching experience—Rs. 8 per month.



iv. If the teacher does not satisfy any of the three conditions specified above—Rs. 7 per mensem.

(b) Schools for depressed classes and girls' schools to be shown special concession by way of an extra grant of Re. 1 each per mensem along with the conditions *vide* (a) above.

(c) Only one teacher to be allowed for schools with a strength below 40 pupils and an extra teacher to schools which have a strength exceeding 40 pupils necessitating the appointment of two teachers.

(d) Teachers of schools in the Malnad and special tracts will continue to receive the Malnad or local allowances already granted in addition to the usual grants of such schools.

The Inspector-General also recommends that the grants to the existing 1,926 schools may be revised on the above basis and that out of the schools that have ceased to exist, 261 of the more promising ones may be revived with the increased scales of grant-in-aid. These proposals are estimated to entail an extra cost of Rs. 50,000 per annum over the present budget allotments as shown below:—

Item	Present cost per annum	Proposed cost per annum	Extra cost per annum
	Rs.	Rs.	Rs.
1. Revision of grants of 1,926 schools that are now working.	1,44,252	1,81,464	37,212
2. Revival of 113 schools out of the 173 schools which ceased to work after 1st July 1922 for grants for which there is provision in the current year's budget.	8,316	10,824	2,508
3. Closing of 60 schools out of the 173 schools which ceased to work after 1st July 1922 for grants for which there is provision in the current year's budget and which do not deserve to be revived.	4,464	..	4,464 (minus)
4. Revival of 148 schools out of the 1,048 schools which ceased to work prior to 1st July 1922 for grants for which there is no provision in the current year's budget and which deserve to be revived	..	14,744	14,744
Total ..	1,57,032	2,07,032	50,000



3. The Government consider that the proposals of the Inspector-General of Education are calculated to go some way towards securing the permanence of the village aided schools which are now languishing on account of the inadequate support from the villagers and are accordingly pleased to sanction the same with the modification that for entitling the teacher to higher pay, he should have put in a continuous service of at least 6 years in the same institution. They further direct that the schools which are proposed to be revived be given the extra grant only when they get into working order and that the revision of grants to the existing schools may take effect from 1st March 1924, on proper certificate of working. The necessary expenditure during the current year will be met from the provision of Rs. 50,000 included in this year's budget for additional grants to aided Primary schools under "6 Primary Education (ii) Grants to Non-Government Primary Schools."

The Inspector-General of Education is requested to suggest for the approval of Government suitable modifications of section H of the Grant-in-aid Code in accordance with the principles sanctioned above.

*G. O. No. 4916—19 Edn. 463-22-4, dated 4th April 1924.*

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## CO-OPERATION.

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### Co-operative Suits.

#### REDUCTION OF FEES IN UNCONTESTED CASES.

In view of the fact that most of the suits filed before the Registrar and Assistant Registrars of Co-operative Societies are disposed of without contest, Government direct, in modification of existing orders, that instead of levying court fees at half the rates applicable to civil courts and refunding half of that in uncontested cases fees at one-fourth of the rates levied in civil courts be levied on all the suits and memoranda of appeal filed before the Registrar and Assistant Registrars of Co-operative Societies with effect from 15th April 1924.

*G. O. No. 6533-5—C. S. 54-23-4, dated 22nd April 1924.*

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## LOCAL SELF-GOVERNMENT.

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### Water Supply to Tumkur Town.

In Government Order of 7th May 1919, it was laid down that the rough estimate of Rs. 2,68,411 for the water supply scheme to the Tumkur Town be revised by the Sanitary Circle and detailed plans and estimates submitted to Government. In October 1920 the Chief Engineer forwarded for sanction a revised project estimated to cost Rs. 4,00,000. The Municipal Council of Tumkur, to whom the project was referred for consideration, stated that towards the contribution of Rs. 2,00,000 payable by them, a sum of Rs. 70,000 could be paid immediately and solicited sanction to raise the balance of Rs. 1,30,000 by loan. Government however ordered in December 1921 that on account of financial stringency, they were not then in a position to make an allotment for their share of the cost and that until they were able to do so, it was not advisable to pursue the matter further. This order was repeated in July 1922, when the Municipal Council pressed for reconsideration of the matter.

When the Dewan visited Tumkur in August 1922, he promised to sanction the scheme, so that work may be started during 1922-24, if the Municipal contribution was paid at once. The Municipal Council resolved in September 1922 to contribute Rs. 80,000 immediately, to start the work from their share at once and to raise a loan of Rs. 1,00,000 at 6 per cent interest. The Chief Engineer who was consulted in the matter submitted a revised estimate for Rs. 4,72,000 and stated that the work could be completed in three years or earlier if funds could be provided.

3. In August 1923, the First Member of Council visited Tumkur and discussed the water supply scheme with the Chief Engineer, the Deputy Commissioner, Tumkur District, and the Municipal Councillors at a special meeting convened for the purpose, the raiyats and other inhabitants of the villages near Maidala Tank, who have all along been opposing

the scheme, being also allowed to be present. The details of the scheme, and the ways and means for meeting the Municipal share of the cost were fully considered at the meeting and the representations of the raiyats heard. The tank in question was also inspected and it was found that there would be no insufficiency of water to irrigate the valuable areca-nut gardens of the Kyathasandra village though some lands in the tail end may feel the want of water and consequently will have to be converted into dry.

4. Government have carefully considered this water supply scheme in all its aspects and are of opinion that it cannot be delayed any longer. They are therefore pleased to direct that

(i) The Project and estimates as prepared by the Public Works Department be sanctioned, subject to scrutiny by an expert to be appointed by Government.

(ii) A grant equivalent to half the cost of the scheme be made by Government, payment commencing from 1925-26, on condition that the Municipal Council finds the other half from its cash resources and the loan to be raised for the purpose and that it agrees to pay to the Government the difference between the wet and dry assessment on the extent of the land converted into dry.

(iii) The expenditure during 1924-25 be met entirely from the Municipal quota of Rs. 80,000 which the Municipality is prepared to pay in cash at once to be supplemented by a grant of Rs. 20,000 to be provided for in the next year's budget.

5. The Deputy Commissioner, Tumkur District, is requested to obtain from the Municipal Council, draft prospectus for the floatation of the loan and submit the same for the approval of Government.

*G. O. No. 8577-8 M.L. 86-22-7, dated 24th April 1924.*

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## GEOLOGY.

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### Prospecting Licenses for Chrome.

#### REVISED RULES.

The Offg. Director, Department of Geology, reports that consequent on the cancellation of the restriction placed on mining chrome ore, a number of applications for prospecting licenses for that mineral have been received by him, that of the applicants some have been holders of valid certificates of approval while some others have applied afresh or for the renewal of old certificates and that some are quite new to the Department and have submitted their applications for certificates of approval and for prospecting licenses at the same time.

The Director has submitted the following points for the orders of Government:—

- (1) The question of priority of application as between those received from persons possessing valid certificates of approval and those who have applied for certificates afresh.
- (2) The question of giving priority over all new applications, to applications which were received before January 1923 and rejected consequent on the reservation of the mineral by Government in January 1923.
- (3) Financial ability of the applicants.
- (4) Realisation of the royalty; etc., due to Government on the mineral when removed from the block.

As regards (1) Government agree with the Director that applications from persons holding valid certificates of approval at the time of their application should be given precedence and accordingly direct that applications for prospecting licenses should not be entertained until certificates of approval are obtained by the applicants, and that a clause as under be added to the form of applications for prospecting and mining leases.

“I hold a certificate of approval No.”

4. In regard to the applications for prospecting licenses for chrome received before January 1923 and rejected in consequence of the reservation of the mineral by Government, Government are of opinion that previous applications received before the reservation was relaxed should be considered to have lapsed and will not be entitled to priority, specially as the conditions of the present temporary relaxation of the reservation are different, and that even in respect of applications received after the issue of the order of 26th February 1924, relaxing the restrictions about reservation, it should be understood that applicants will not be entitled as a general rule to preference in the order of their applications and that it will be open to Government to select whosoever they consider the most competent and deserving from among the several applicants.

5. The Director of Geology has suggested in respect of the financial ability of the applicants for prospecting licenses that the applicants may be enjoined to give a Bank guarantee of Rs. 10,000.

Government consider that no hard and fast rule about Bank guarantee is necessary and that it is open to them to reject any application at their discretion if they are not satisfied about the financial ability or the *bona fide* of the applicants about which the Director is expected to make enquiries and submit a report when sending up the applications for the orders of Government. It should be however stipulated that each transaction for sale or export entered into by the license holders must be reported to Government for their information.

6. Clause 1 of the prospecting license form provides for working and removal of ore subject to payment of royalty. Government are of opinion that in the interests of Government revenue it is necessary that the royalty on ore should be collected when it is removed from the block, even if it is not sold or railed, and are therefore pleased to direct that the clause be modified accordingly.

7. The Director of Geology is requested to effect in the light of the above orders necessary modifications of the rules and the form of prospecting licenses and suggest definite checks for the realisation 25 of per cent of the net profits in each case.

G. O. No. 6625-37—Geo. 73-23-12, dated 25th April 1924.



## MISCELLANEOUS.

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### Publicity Measures.

#### REVISED ARRANGEMENTS.

The question of improving the arrangements for giving publicity to Government measures and to matters of public policy has been under consideration for some time past. The system of making official information available to new papers by opening a Press Room in the Secretariat buildings at Bangalore has been in existence since 1906 and this has recently been extended by opening a Press Room in Mysore. In addition, all important orders of public interest are published in the Official Gazette, both English and Kannada, and copies of the Gazette as well as other papers placed at the disposal of the Press, but not published in the Gazette, such as the State Administration Reports and Departmental Administration Reports, are supplied to the Editors of important Newspapers. Further since June 1922, weekly Press Notes summarising important orders and giving particulars of official events are published under authority. The Government have, however, reason to believe that the present arrangements are not quite adequate to meet the growing demands of public opinion for the prompt supply of official information in a readable form.

Organisations have been set up by other Governments to disseminate on the one hand correct information about their administrative measures and matters of public interest and on the other to watch for the feeling of the people as evinced in the utterances of the Press of the country and to remove misapprehensions as well as to clear doubts.

The question of organising a Publicity Bureau in Mysore on similar lines has been considered, but had to be given up owing to the very heavy expenditure involved. The matter was recently discussed at an informal conference with the representatives of some of the leading

Newspapers in the State when the following suggestions were made :—

(i) Government to prepare abstracts in easy and proper language of all important orders and other matters and send copies of the abstracts to the Editors of Newspapers for publication ;

(ii) Besides the abstracts, copies *in extenso* of the Government Orders to be sent to the Editors of Newspapers.

(iii) Officers of Government to be instructed to comply with the requests for information of a non-confidential nature, made by the Editors of Newspapers.

(iv) A central agency to be appointed at the Secretariat to whom the Editors of Newspapers can apply for information.

After a careful consideration of the matter, the Government resolve to make the following arrangements with a view to supplement the existing facilities :—

(a) In addition to the supply of important official papers to the Editors of Newspapers through the medium of the official Gazette and otherwise, the Government will arrange every Saturday to issue to the Editors of Newspapers, abstracts of important official papers both in English and Kannada suitable for publication in a condensed form in the public press. Editors will be at liberty to make such use as they deem fit of these abstracts.

(b) The Blue Book Journal which was started in the year 1916 as a semi-official publication and is a compilation of important official papers of more or less permanent interest, issued by the Mysore Government as well as by other Governments, will hereafter be designated "The Mysore Blue Book and Publicity Journal," and it will be issued monthly in English and Kannada instead of quarterly in English only as at present. It will include the following parts :—

(1) Prefatory remarks and comments explaining important Government Orders and measures of public importance (Editorial).

(2) Reviews of important Administration Reports, Books and Publications of the Government of Mysore

(3) Extracts from important orders and administrative measures of foreign Governments.



(4) Notes, correspondence and suggestions relating to matters of administration from Government Officers and the public, and

(5) Miscellaneous (Local Self-Government, Public Health, Agriculture and Veterinary, Economic questions, leaflets on matters of public importance, etc.)

(c) To attend to the work entailed by the above arrangement, provision will be made for, for the following expenditure :—

	Rs.
(1) Editorial allowance .. .. .	100 per mensem
(2) Office Assistant .. .. .	75 „
(3) Typist .. .. .	50 „
(4) Contingencies .. .. .	25 „

The rate of annual subscription to the Blue Book and Publicity Journal will be fixed at Rs. 3 for the English Edition and Rs. 1-8-0 for the Kannada Edition. The Journal will be printed in the Government Press. An Agent will be appointed to attend to the business of the Journal with a view to making it self-supporting as far as possible by improving its circulation and securing private advertisements.

(d) As a tentative measure, the Secretary to the Representative Assembly and the Legislative Council will be *ex-officio* Publicity Officer and Editor of the Journal. He will be responsible for

(i) printing the Journal in English and Kannada, and

(ii) the preparation of abstracts of important Government Orders for distribution to Newspapers.

Translation work for the Journal will be done by the Government Kannada Translator.

(e) Editors of Newspapers may apply to the Publicity Officer for information on matters of public interest which are not of a confidential nature. Such applications will be complied with as far as possible, at the discretion of the Publicity Officer in consultation with the Secretaries to Government, Heads of Departments or other Officers concerned.

(f) The above arrangements will be given effect to from 1st May 1924, so that the first number of the Journal in its new form may be issued in the first week of June.

G. O. No. G. 13943-4003—G. M. 209-23-1—dated, 22-4-24.

### Abolition of Rest-houses.

In their order No. 804-17—M. F. 177-14-10, dated the 11th October 1916, Government sanctioned the abolition of free feeding in certain Muzrai Annachattrams in the State and their conversion into Rest-houses for the use of the travelling public who were to be provided with meals on payment; and in Government Order No. 1620-3—Muz. 51-18-2, dated the 27th December 1918, certain rules were sanctioned for the occupation of these Rest-houses by travellers. The Muzrai Commissioner brings to notice that these Rest-houses serve no useful purpose as there are private hotels now a days in almost all places of importance where travellers can get meals on payment. He further states that the construction and maintenance of suitable buildings for the accommodation of travellers is a legitimate duty devolving upon District Boards and that there is no necessity for the maintenance of Rest-houses by the Muzrai Department for the purpose. He has accordingly recommended the abolition of these Rest-houses and submitted two statements, one showing the Rest-houses which are now in operation and the buildings of which may be handed over to the District Boards concerned if they wish to take them over and maintain them, and the other showing Rest-houses which though included in the sanctioned list are not in operation as they have no buildings of their own at present. The several District Boards which were consulted in the matter have agreed to take the Rest-house buildings under their management. The proposals of the Muzrai Commissioner are calculated to result in a saving of Rs. 6,626 per annum over establishment charges and a further saving of Rs. 1,000 to Rs. 1,500 is expected to be effected by the reduction of the *nehimies* attached to these Rest-houses.

Government accept the recommendations of the Muzrai Commissioner and direct that the 22 Rest-houses shown in the statement appended hereto be abolished and that the buildings in which the first 12 Rest-houses shown in the statement are now located be handed over to the District Boards concerned for the accommodation of travellers subject to the condition that Government shall be entitled to resume possession of the buildings at any time if they are not used for the above mentioned purpose and to dispose of them in such manner as they may consider proper. The Deputy Commissioners are



requested to take necessary action at once for making over the buildings to the District Boards, the establishment attached thereto being disbanded with effect from 1st July 1924, and report the result through the Muzrai Commissioner for the information of Government.

The Muzrai Commissioner is requested to carefully examine the expenditure on account of *nehimi* charges in respect of the Rest-houses now ordered to be abolished and to send up proposals about the extent to which they can be reduced.

## APPENDIX.

Statement of Rest-houses proposed to be abolished and transferred to District Boards.

No.	Station	Establishment charges			Remarks
		Rs.	a.	p.	
1	Mandya .. ..	300	0	0	The buildings in which these Rest-houses are located will be handed over to the District Boards concerned.
2	Krishnarajapet .. ..	300	0	0	
3	Nagamangala .. ..	274	12	0	
4	Hoskote .. ..	300	0	0	
5	Closepet .. ..	300	0	0	
6	Channapatna .. ..	300	0	0	
7	Bidadi .. ..	240	0	0	
8	Hangal .. ..	193	9	0	
9	Malur .. ..	300	0	0	
10	Kolar .. ..	300	0	0	
11	Kadur .. ..	601	8	0	
12	Tarikere .. ..	688	8	0	
13	Bherya .. ..	240	0	0	These Rest-houses are not working as they have no buildings at present.
14	Tumkur .. ..	300	0	0	
15	Shikarpur .. ..	300	0	0	
16	Mahishi .. ..	240	0	0	
17	Grama .. ..	240	0	0	
18	Channarayapatna .. ..	240	0	0	
19	Banavar .. ..	240	0	0	
20	Challakere .. ..	204	0	0	
21	Komarnahalli .. ..	224	3	0	
22	Bowringpet .. ..	300	0	0	
Total ..		6,626	8	0	

**Non-Official Members of the Representative Assembly and the  
Legislative Council.**

**DISBURSEMENT OF TRAVELLING ALLOWANCES.**

Government consider it desirable to simplify the system of disbursement of travelling allowances due to the non-official members of the Representative Assembly and the Legislative Council with a view to save inconvenience to the members and to arrange for paying their claims with the least possible delay. The following procedure will accordingly be adopted in future.

1. Whenever a Session of either House is proposed to be held, the amount required for meeting the travelling and daily allowances of the members who are expected to attend the Session will be calculated, as approximately as possible by the Secretary of the Representative Assembly and the Legislative Council and intimated by him to the Comptroller, who will arrange to place the amount at the disposal of the Secretary at the State Huzur Treasury, Bangalore, or the District Treasury, Mysore, as may be required.

2. The claims will be preferred and discharged in the form\* attached to this order. A form for each member will be prepared in the Office of the Secretary and particulars of claims to travelling allowances which are to be calculated from and to the headquarters of the members will be entered in it. On the last day of the Session, the forms will be completed by inserting in them the dates for which daily allowances are due and the amounts payable on this account; the signatures of the members will be obtained to these forms and the amounts due to them disbursed on that day.

3. The payments made as above are, of course, subject to audit.

4. Within a fortnight of the close of each Session, the Secretary will submit to the Comptroller an account of the amount drawn from the treasury and the disbursements made from it, supported by vouchers obtained from members.

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\*Not published.



**The Central Observatory.****REVISION OF THE SCALE OF ESTABLISHMENT.**

With a view to encourage the officials already in service in the Central Observatory and to attract a proper type of fresh men for work in the Department, the Meteorological Reporter requests sanction to the following proposals :—

(a) The pay of the Chief Observer to be fixed at Rs. 100-4-140.

(b) The other observers to be divided into two classes, viz., Senior Observers on Rs. 60-3-90 and Junior Observers on Rs. 30-2-50.

Government consider it unnecessary to make any hard and fast rule regarding the appointment of Senior Observers from among the Junior Observers. While there is no objection to the promotion of competent and qualified Junior Observers to the Senior Observer's place, it should be open to the Government to appoint competent Physical Science Graduates direct as Senior Observers when they consider it necessary to do so.

Government agree to the proposal of the Meteorological Reporter that graduates appointed straight as Senior Observers may be on probation on Rs. 50 per mensem for one year at the end of which they will be confirmed on the pay of Rs. 60-3-90 if they give satisfaction during the period of probation.

*G. O. No. G. 14220-1—G. M. 184-23-2, dated 30-4-24.*

**The Government Press.****APPOINTMENT OF A PROBATIONER FOR BEING TRAINED  
AS CHIEF FOREMAN.**

Government are pleased to sanction the appointment from 1st July 1924 of a probationer (who should be a graduate preferably one with engineering qualifications) for being trained in the Press work. He will draw a pay of Rs. 75 per mensem for the first two years and Rs. 100 per mensem thereafter, and will be appointed to the post of Chief Foreman on Rs. 100-10-150 on the retirement of the present incumbent.

*G. O. No. G. 14205-6—P. & S. 55-23-2 dated 30-5-24.*

**Travellers' Bungalows in the State.****REVISED RULES RELATING TO THEIR OCCUPATION.**

Government are pleased to issue the following revised rules regulating the occupation of travellers' bungalows.

Rule 1. The bungalows are for the temporary occupation of travellers

Rule 2. The fee per diem for each person occupying a separate room is Rs. 1-8-0 for a first class bungalow, 12 annas for a second class bungalow, and 4 annas for a third class bungalow. Two or more persons occupying the same room will pay half as much again as the full fee, namely Rs. 2-4-0 or Rs. 1-2-0, or 6 annas, according to the class of the bungalow. Fees at the same rate will be levied for every additional occupation of 24 hours or a fraction thereof provided that if such fraction relates to the hours between 6 A.M. and 9 P.M. and if less than 12 hours only half fee will be levied therefor.

Rule 3. Travellers passing the night at the bungalow will pay the full fee.

Rule 4. Travellers occupying the bungalows for more than one hour but less than 12 hours between 6 A.M. and 9 P.M. are subject only to half fee.

Rule 5. Travellers alighting for not more than an hour but taking no meal are subject to no fee.

Travellers alighting at a bungalow for not more than an hour but taking their meals should pay half fee, if the meals have been cooked in the bungalow.

Rule 6. Officers in the service of Government are subjected to the same fees for occupation when travelling on duty as under other circumstances; but those drawing a salary of Rs. 200 and under will be charged with half the full fee when travelling on duty.

Rule 7. No one may occupy the same bungalow for more than three consecutive days, if the accommodation is otherwise required, without the permission of the Deputy Commissioner of the District.

Rule 8. No person may occupy more than one room when the others are in demand.

Rule 9. The kitchens for high caste Hindus added to travellers' bungalows are intended to be used by "Vegetarian Hindu" only, and this rule will be invariably enforced.



Rule 10. No part of a bungalow or of the bungalow compound may be used, nor may the servants be employed, without payment of the prescribed fee. But a traveller not making use of the bungalow but merely pitching his tent within the compound or merely using such of the outhouses as are not required by those occupying the bungalow will be charged half the ordinary fee.

11. Where a traveller does not himself occupy a bungalow or compound but only pickets his horses, ponies or bullocks, or keeps a motor car in the stable or compound, a fee of two annas *per diem* will be charged for each horse, pony, pair of bullocks or motor car so picketed or kept in the stable or compound.

Rule 12. Travellers are prohibited from sheltering their horses or other cattle, or vehicles within the verandahs of the bungalows. The personal baggage alone of travellers will be admitted into the bungalow compound.

Rule 13. Travellers will be held responsible for damage done by themselves or their servants to the bungalows or furniture or other articles. All articles injured or broken must be paid for prior to the travellers' departure, according to the scale, if any, fixed by the Deputy Commissioner.

Rule 14. The Deputy Commissioner is responsible that the rooms are adequately furnished with plain cots, tables and chairs.

Rule 15. The person in charge at each bungalow is bound to assist travellers in procuring supplies and carriage for ready money.

NOTE—Supplies should on no account be made to strangers except when paid for on the spot,

Rule 16. The messmen who are established in some bungalows are required to place conspicuously in each room a list of charges countersigned in approval by the Deputy Commissioner. If travellers prefer to procure their own meals the person in charge is bound to afford them assistance, and they can have the use of the cook-room.

Rule 17. In the printed form, or book, kept in the bungalow for the purpose, travellers are requested to enter their names, dates and hours of arrival and departure and amount of fees paid.

Rule 18. The Deputy Commissioner is the referee in all cases of dispute. Travellers who have any complaints to make should address that officer by letter, or enter their complaint in the "Remarks" column of the printed form or book.

Rule 19. All fees and demands in accordance with the foregoing regulations, and the mess charges authorised by the Deputy Commissioner must be paid by travellers before leaving the bungalow, any irregularity, inconvenience or other supposed cause for exemption from the regulated payment being referred to the Deputy Commissioner.

Rule 20. It is the duty of the person in charge of the bungalow to report any violation of the foregoing regulations. The Amildar or other public servant on the spot should report to the Deputy Commissioner any maltreatment of the bungalow servants and generally any deviations from these rules which may come under his knowledge or be brought to his notice by the person in immediate charge of the bungalow. The master will be held responsible for any infringement of the rules by his servants.

G. O. No. G. 14456-504—G. M. 140-23-18 dated 7th  
May 1924.

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*PART II.—Reviews of important Books and Publications of  
the Government of Mysore.*

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**REPORT OF THE MYSORE CO-OPERATIVE  
COMMITTEE.**

It is a truism to say that the co-operative movement is the most powerful single agency for the economic uplift of the masses, both urban and rural. The movement, it is generally known, was first introduced into India in 1905, under the auspices of the Government with the avowed object of improving the condition of workers in all classes of society, and during the last decade, it has expanded rapidly and has taken different forms in different provinces, although in essential respects it is one in which variation in adaptation to local conditions is greatly to be encouraged. The continued progress of the movement is reflected in the considerable growth in the number of Co-operative societies which now number no less than 55,000 with a total membership of over 19½ lakhs of persons. The number of societies in proportion to the population is greater in Burma than in any of the great provinces of India, and the Punjab is the only Indian province which bids fair to rival Burma in that respect. Our own State of Mysore ranks third in the scale whether we measure the progress quantitatively or otherwise. The movement shows a great vitality in the State. In 1905 there were only 5 societies with a total strength of 362 members. The subsequent four years during which the number of societies rose to a little over 100 were occupied mainly in laying sound and enduring foundations. In the initial stages of the movement it was necessary to proceed with great caution partly because of the experimental nature of the work and the imperative necessity for avoiding any failure which might cause a serious set-back and partly because the people for whose benefit the movement was started were

ignorant and sometimes suspicious. A great deal of patient propaganda work had therefore to be undertaken and during the last decade progress has been greatly accelerated, so that the number of co-operative societies of all kinds at work in the State is now 1,541 with a membership of over 95,000 and a working capital of Rs. 84 lakhs, a fairly large proportion of which comes from outside, thus showing the increasing confidence of the general public in the movement. In other words, both the number of societies and of members have nearly doubled, while the working capital has trebled in the last 10 years. This expansion, it should be noted, has not been due so much to the multiplication of societies, and indiscriminate increase in membership as to the steady growth and strengthening of the institutions. Special attention has been paid to the work of consolidation and as a result, many dormant and weak societies have had to be weeded out and fresh applications for registration scrutinised with care. In a word, safety and soundness have rightly been felt by the co-operators in Mysore to be the prime necessity. Another gratifying feature of the movement has been the assistance rendered to the department, though on a small scale, by private individuals. Such assistance is of special consequence in the case of a movement which depends so largely on popular initiative and appreciation. Yet another noteworthy feature consists in the large number of agricultural credit societies which afford cheap capital to the agriculturist, there being as many as 1249 belonging to that class, as well as in the development of non-agricultural forms of co-operation. The number of societies of the latter type has in recent years shown an appreciable increase. These institutions may generally be said to form a strong and satisfactory side of the co-operative movement in the State, as they are backed up by the intelligentsia of the country besides having adequate capital at their command and an enlightened management alive to the needs of the times. The number of agricultural noncredit societies is yearly increasing, there being now 132 such societies formed for the purpose of supplying purely the agricultural needs of the raiyats, of which 67 societies concern themselves with the supply of manure and seeds to the raiyats. It will thus be seen that the progress which has been made in Mysore in the field of co-operation cannot but be regarded as satisfactory. That is also the opinion of the committee that sat under the presidency of



the Hon'ble Mr. Lalubhai Samaldas, C. I. E. to examine the spread and working of the co-operative system in the State. It will be recalled that at a meeting of the Mysore Legislative Council held in March 1920, Rao Bahadur Mr. M. Shama Rao moved a resolution for the appointment of a committee to review the progress made by the co-operative movement in the State, to study the conditions affecting it with special reference to agricultural development and the removal of the indebtedness of the raiyats and to submit recommendations to Government with a view to ensure a sound and more rapid expansion of co-operation in future in the State. His Highness' Government recognised the usefulness of such an investigation and constituted a committee in November of that year consisting of 4 official and 6 non-official members of whom three were co-operators of eminent standing in British India. The terms of reference to the committee included an inquiry into (1) the progress of the co-operative movement in the State in all its stages and aspects; (2) the organisation, management, inspection and audit of co-operative societies; (3) the development of non-credit forms of co-operation; (4) the disposal of co-operative disputes and (5) the effect of indebtedness and fragmentation of holdings on agriculture. The committee toured in the several districts of the State, inspected 120 societies representative of all types, attended conferences of co-operators, heard as many 750 official and non-official witnesses and on the conclusion of its enquiry, issued an interesting and informative report which has been published for the information of the public. We print below relevant extracts from the Report touching the more important of the questions considered by the committee :—

#### ECONOMIC CONDITION OF MEMBERS.

We were pleased to see that an annual investigation of the economic condition of various primary societies had been undertaken by the Department since 1918. The investigation was not carried out on a systematic or scientific basis, yet the results are interesting. The number of cases examined was 19,632. The assets of the men concerned prior to their becoming members of societies were Rs. 2,53,52,000 and their debts Rs. 51,00,000. The whole of this amount was due to money lenders. The assets of the same members now are Rs. 3,00,30,000 and

their debts Rs. 56,41,000, of which Rs. 24,70,000 were due to societies and Rs. 31,71,000 to money lenders. A part of the increase in the value of the assets is undoubtedly due to an increase during recent years in the value of lands. But we have no doubt that some of it is due to real improvements effected by the owners out of funds supplied by societies. As regards indebtedness, it will be noticed that the amount remains more or less stationary, 43.9 per cent being due to co-operative societies and 56.1 per cent to money lenders. To the extent to which the debts are due to the societies, there is a great saving in the rate of interest paid by the debtors, the saving in some cases amounting to 15 per cent, but on the average, the saving may be estimated at least at 6 per cent.

**Agricultural indebtedness and Land Mortgage Banks with special reference to Malnad.**

The subject of land mortgage banks is to some extent connected with the financing of primary co-operative societies by central institutions. As has been elsewhere pointed out, such of the primary co-operative societies in Mysore as have undertaken the redemption of the previous debts of their members have taken up both personal credit and mortgage credit. We have already given our opinion that while it has undoubtedly done some good, its effects have to a certain extent proved a handicap to the growth of Central Banks. While personal or short-term credit comes ordinarily within the scope of the existing central financing institutions, as regards the mortgage or long-term credit it is advisable to have special financing arrangements such as the land mortgage bank.

The demand for land mortgage banks has been most insistent in the malnad, especially on the part of the Malnad Land holders' Association. In Sagar, Tirthahalli, Harihar, Sringeri, Chikmagalur, Hassan and Saklespur, we met several large and small land-owners, and representatives of important public institutions and also one experienced European Coffee Planter and discussed the matter with them in considerable detail.

At the beginning of this report, we have given a few broad differences existing between the malnad and the maidan parts of the State. We have mentioned that, generally, the malnad population is more ignorant than the maidan population, that the climate is less healthy,



that the people do not live in large villages as they do in the maidan, and that means of communication are fewer.

### SPECIAL FEATURES OF THE MALNAD.

To this general description of the malnad, we have to add certain special differences. The percentage of the agricultural population is larger in the malnad than in the maidan and the agricultural crops raised in the malnad differ from those in the maidan. Paddy, which is one of the principal agricultural crops in the maidan, plays an unimportant part in the malnad. The principal agricultural crops in the malnad are areca, cardamom and coffee, in the cultivation of which the majority of malnad raiyats are engaged. All these crops require a large outlay than paddy, and of these the financial requirements of coffee planters are greater than those of areca planters. While the cultivation of areca is confined to the indigenous population, coffee cultivation has been taken up on a large scale by European Planters. The next point to which we wish to draw attention is the comparatively smaller number of money lenders in the malnad than in the maidan. In the maidan, each village has more than one money lender and there is some competition among them for the custom of the village. This enables the raiyat to choose his creditor and to obtain such reasonable terms as are obtainable from a money lender. But in the malnad, there are only a few money lenders in whose hands are concentrated all the money lending transactions in the area. This compels the malnad raiyat either to accept his creditors' terms or to go without his loan.

We have no reason to think that, as stated by some witnesses before us, the economic condition of the malnad is inherently different from that of the maidan. It rather seems to us that the evils obtaining in the maidan are more accentuated in the malnad.

The Government of His Highness the Maharaja have been for years past anxious to arrest the decadence of the malnad. They appointed special committees and special officers to deal with the problem. Owing partly to financial considerations and partly to the poor results obtained by these special bodies and officers, they have been discontinued.

From what we saw in our tours, from our discussion with the local population and from a comparison of

the census figures for the year 1911 and 1921, the condition of the malnad does not appear to us to be so bad as has been frequently described. The general figures relating to the population of the malnad lead to no definite conclusions. With one or two exceptions, areas which in 1911 showed an increase of population over that of 1901 show a decrease in 1921, while those which showed a decrease in 1911 show an increase in 1921. On the whole, however, the typically malnad portions show a decided increase. By a careful handling of the situation therefore, it seems to us that position of the malnad can be gradually improved.

#### IMPROVEMENT OF THE MALNAD.

Although we are concerned primarily with the economic improvement of the malnad, we would like to make a few suggestions for development in other directions for improving the physical and intellectual condition of the people residing in those tracts. Educational facilities should be vastly multiplied in the malnad, for, unless greater educational facilities are provided for the raiyats, no scheme of malnad improvement is likely to be effective. Similarly, far greater provision should be made for the improvement of sanitation and medical aid. Means of communication should be considerably improved by laying down railway lines and constructing new roads so as to facilitate free intercourse between the malnad and the maidan. Steps should be taken to develop such industries as are specially suited to the malnad. Lastly it appears to us from the evidence that came before us that drinking is more common and obtains to a larger extent in the malnad than in the maidan. Effective steps must be taken to eradicate this evil.

#### ECONOMIC CONDITION IN THE MALNAD.

On examining the economic conditions of the malnad we found that the average population there was poorer than in the maidan and the problem of redeeming the raiyats from their indebtedness was more urgent and more difficult. There is a very widespread demand for an institution which will help the raiyats to obtain long-term loans on mortgage credit. At the very outset, we must point out that the object of this credit is not, as it is in Europe and elsewhere, for the purpose of land improvement



or land purchases, but mainly for the purpose of repayment of prior debts and secondly for agricultural operations. The malnad raiyat, like the maidan raiyat, has had to raise loans to carry on his agricultural operations; and whether because he is naturally improvident or the terms on which he got his loans were unduly onerous, he has been unable to repay his loans. This inability to discharge obligations has continued for generations and as a result the indebtedness existing in the malnad is very heavy.

### RELIEF OF INDEBTEDNESS IN THE MALNAD.

In dealing with the question of relieving the men who are labouring under this burden of debt, a distinction must be drawn between those who are capable of being helped and those who are not. It seems to us that the indebted malnad raiyats can be grouped under three heads. Firstly, come all those land owners who own large properties and who, though very heavily indebted, have sufficient securities to offer their creditors. Next come those who own moderate properties and are not heavily indebted. Lastly, come those whose debts exceed the security available for the same. Of these three groups, the last group must necessarily be left out of consideration in dealing with any scheme which is based on business and not charity. For practical reasons, the first group has to be left out of consideration as the amount required for their help will be very large. Attention will therefore have to be concentrated, at all events at first, on the large but well-defined group of men who have moderate debts and enough security to cover those debts. As already pointed out by us, paddy forms but a secondary crop in the malnad and as the cultivation of coffee requires a large outlay and therefore can be taken up only by men with considerable means, it follows that the bulk of the persons coming under this group are arecanut growers. These raiyats are found almost entirely in the taluks of Sorab, Sagar, Nagar, Tirthahalli, Koppa, Sringeri, Narasimharajapura and Mudgere. A fairly careful investigation which was conducted 4 or 5 years ago confirms the result of our own investigations that on the average, the indebtedness of these raiyats may be put down at about Rs. 2,000 to Rs. 2,500 per head. It is obviously impossible for a co-operative society of the ordinary kind with its limited resources to undertake the redemption of the prior debts of this class of raiyats. And this, we think, is the

principal reason why the co-operative movement has not made much progress in the malnad and why even the few co-operative societies that exist there have not flourished.

We have given the matter careful consideration and we think that a scheme like the one outlined below will meet the needs of the areca raiyats, even though it may not go so far as the representatives of the Malnad Landholders' Association and some other prominent gentlemen of the districts desire.

### CO-OPERATIVE LAND MORTGAGE BANK.

We propose the formation of an institution organised on co-operative lines with a share capital of Rs. 10 lakhs to start with and authorised to issue debentures of not more than Rs. 50 00,000 and not exceeding more than half the value of the lands mortgaged to it. The shares of this institution may be of the value of Rs. 100, payable in monthly instalments of Rs. 10 except in the case of a borrowing member who has to pay up his share in full. The membership of the institution will be open to the subjects of His Highness the Maharaja of Mysore as also to all co-operative societies within the State. The primary work of this institution will be to grant long-term mortgage credit to its members either directly or through co-operative societies. The debenture bonds will be of the value of Rs. 100 repayable at the end of 25 years and redeemable by the Bank after 10 years on six months previous notice. During the time the bond is in force, it will carry interest at the rate of  $6\frac{1}{2}$  per cent payable every half-year and guaranteed by the Government. Without the special sanction of Government, the Bank will not in any one period of twelve months issue debentures exceeding Rs. 6 lakhs, and this will be secured on property specifically hypothecated to the Bank and estimated to be worth at least Rs. 12 lakhs. The bonds will be issued in series and in case it is decided to redeem any bonds, the earlier series will be first redeemed before the later ones are taken up.

### UTILIZATION OF FUNDS.

The funds raised by the Bank will be utilised in granting loans not exceeding Rs. 5,000 in ordinary cases and not exceeding Rs. 10,000 in special cases, for periods not exceeding 25 years to *bona fide* land owners for purposes



of redeeming prior debts, purchase of lands in approved cases, improvement of land, purchase of seed and implements, purchase of cattle, digging of wells, building of farm houses and generally, for all purposes commonly recognised as agricultural purposes. The Bank should have power to recall loans which, in its opinion, have not been utilised for the purpose for which they were taken, or have otherwise been misapplied. In case of default on the part of the borrower in respect of any payment due by him, or of misapplication of funds, the Bank should have the power of foreclosing the mortgage on which the loan was made without recourse to a Civil Court. This will involve special legislation and we recommend that the necessary legislative sanction should be obtained.

The loans made by the Bank should carry interest not exceeding 8 per cent. Under the above scheme, the repayment of a loan will be spread over a period of 25 years and the annual instalments may be based on a system of equated payments. In addition to this payment towards principal and interest, the borrower may also be required to pay a fee of half per cent per annum to cover the cost of investigation, cost of management, cost of supervision and other items of expenditure incurred by the Bank. We have mentioned above that the Bank may deal either directly with individuals or through co-operative societies. At first, direct dealing will probably be necessary but we would suggest that it should be restricted and that the ordinary procedure for the Bank should be to deal with groups of individuals formed into special co-operative societies. We would altogether prohibit direct dealing with individuals but for the fact that we found that the malnad raiyats were suspicious of one another and averse to all joint liability or action. This position, however, should be gradually improved by proper education.

The services of this Bank are required just as much in the maidan as in the malnad, but in view of the greater urgency of relieving the raiyat in the malnad, we would suggest that the operations of the Bank should be confined for the present to the malnad area and extended to the maidan as funds become available.

As regards the co-operative societies to which we have referred above, their formation will probably be a matter of some time and trouble on account of the lack of mutual trust and mutual knowledge which we have mentioned

as characteristic of the mahad raiyats. But when they are formed, they will consist roughly of about 25 to 30 land owners living in a radius of a co-operative society, and mutual knowledge, trust, honesty and businesslike habits will be insisted upon as also the unlimited liability of the members. Each society will consist practically of persons who are indebted to an extent of about 40 to 50 thousand rupees and who on the other hand possess properties valued approximately at about 1 to 2 lakhs of rupees. These properties will be mostly arecanut gardens though paddy fields and houses may be available for additional security where such security is deemed necessary. The business of this society will be to make a careful examination of the debts and assets of each of its members, decide whose debts are capable of extinction and apply to the Land Mortgage Bank for the necessary loan. When after such investigations as the latter institution may make, the loan is sanctioned, it will be the business of the society to see that the loan is used for the purpose for which it was sanctioned, and to see also that the borrowing members commit no acts tending to deteriorate their property. When the time comes for the payment of the instalments, the society will be responsible for seeing that the necessary collections are made from the members and the dues of the Land Mortgage Bank are promptly paid. These societies need not have any special share capital of their own, the properties specifically mortgaged by them and their unlimited liability being sufficient security for the loan raised by them.

In this connection, we have considered the question whether it is necessary and desirable to invest these co-operative societies with power to call upon the creditors of their members for a statement of accounts and on their failure to do so to apply to a Civil Court for the production of such accounts. We think that such a power will greatly facilitate the determination of the indebtedness of the members and we are therefore of opinion that the societies should be invested with this power, for which necessary legislative action should be taken.

#### ASSISTANCE FROM GOVERNMENT.

As regards financial assistance by Government to the Land Mortgage Bank, we have recommended a guarantee of interest on debenture bonds. Though we hope that this will be sufficient, we feel that the Bank may, in its initial



stages, stand in need of further assistance from Government till the debentures are put on the market. In such a case, we suggest that Government may advance funds to this institution up to a maximum of Rs. 5 lakhs at the rate of  $6\frac{1}{2}$  per cent.

### MANAGEMENT OF THE BANK.

The management of this Bank will be vested in a Managing Committee consisting of elected members. This body will perform functions similar to those performed by a corresponding body in co-operative societies.

180. We have here given the bare outline of our scheme and for details we would invite reference to the draft bye-laws annexed to this report.

### TYPE OF LAND MORTGAGE BANK.

The question, whether the Land Mortgage Bank which we have suggested above should be an independent institution specially formed for the purpose, or whether this work may be entrusted to the Central or Provincial Banks, has engaged our attention and we are of opinion that if either of them, or in case of amalgamation the new Apical Institution agrees to take up the work, it may be entrusted with it. In case these banks do not take up the work, the Mysore Bank may be asked to start a Land Mortgage Bank as an adjunct and if that Bank is not able to do so, a separate institution will have to be started.

In our recommendations on the subject of Land Mortgage Banks, we have not taken into consideration the case of coffee planters in the Kadur and Hassan Districts. Their position differs considerably from that of the arecanut growers and we propose to deal with them separately.

### LAND MORTGAGE COFFEE BANKS.

We have pointed out, that coffee cultivation is carried on by Indian as well as European Planters and that the outlay on a coffee estate is larger than that on an areca estate. We found that the position of the European Coffee Planter is generally sounder than that of the Indian Planter. Various causes were given to us to account for this difference, of which the most important are greater financial facilities and better organised conditions of labour. Whatever the reasons for this difference, there is no doubt that the average

Indian Coffee Planter is steeped in debt, is scarcely able to make any outlay on his estate and is content with an yield which is scarcely 50 per cent of what an European Planter gets from his plantation. This has gone on for years and the scheme of agricultural banks to which we have referred in an earlier chapter of this report came only as a short respite. At present, several Indian Coffee Planters are disheartened, dispirited and despondent.

The situation is difficult and has to be handled both boldly and cautiously. The planters themselves are suspicious of one another. They seem to know one another very intimately, perhaps too intimately, and it has not produced mutual trust. Further, the coffee industry is subject to large fluctuations in the price of coffee which are due to conditions of foreign markets and does not admit of accuracy in the valuation of crops or estates. In these circumstances, ordinary joint-stock banks can scarcely be expected to grant loans which are liable to be locked up for years. It seems to us that special arrangements will have to be made for providing the coffee planters with financial assistance. We propose that a bank with an initial capital of about 10 lakhs should be formed on joint-stock lines either at Chikmagalur or at Saklespur. The bank should at first confine itself to advancing funds on the security of standing crops for such purposes as improvement of estates and cultivation expenses. When sufficient experience has been gained and the financial position of the bank improves, it may slowly take up redemption work on the mortgage of the estates.

We doubt whether the Bank will be able to raise sufficient funds in its initial stages without substantial help from the Government. By good management, by inspiring public confidence, and by tapping local sources of capital, we think that the Bank may ultimately succeed in attracting all the funds it needs. But this will necessarily be a matter of time and we therefore propose that Government should take shares in this Bank to the extent of Rs. 2,50,000. It will of course have its representatives on the Board of Management.

The proposed bank will be in a position to afford immediate help to Indian Coffee Planters in the Kadur and Hassan Districts for cultivation purposes and if they make use of these facilities with care and discretion, the Bank may in the course of the next three or four years come to their relief in respect of the redemption of their previous debts.



## AUDIT, SUPERVISION AND INSPECTION OF SOCIETIES.

In this chapter, we use the terms audit, supervision and inspection in the sense in which they have been used by the Government of India Committee on Co operation. They say in their report that by the term audit, "they understand not merely the preparation of the balance sheets of societies, but also a sufficient check, in accordance with such rules as the Registrar may lay down, of the list of the material assets of the members." "The audit should," . . . "extend beyond the bare requirements of the Act and should embrace an enquiry into all the circumstances which determine the general position of a society. It would, for instance, be the duty of the Auditor to notice any instances in which the Act, rules or bye-laws have been infringed, to verify the cash balances and certify the correctness of accounts, to ascertain that loans are made fairly for proper periods and objects and on adequate security, to examine repayments in order to check book adjustments and improper extensions and generally, to see that the society is working on sound lines and that the committee, the officers and the ordinary members understand their duties and responsibilities."

"The work of supervision covers many of the points which have already been included in audit; but in addition, it implies the duty of instructing the members in co-operative principles and the propagation of the movement by the organisation of new societies. Even where it covers the same ground as audit, it differs from it in that it aims not merely at the efficiency of the society, but at helping it to become efficient and it comprehends the further task of seeing that the defects noted in audit have been remedied. The Supervisor is to see that the work of the society is not only businesslike and up-to-date, but genuinely co-operative. While satisfying himself that the accounts are in good order and that business is being conducted regularly and prudently, he would refrain from verifying the figures in detail, and would set himself to test the knowledge of the Committee and members, to advise them with regard to difficulties and disputes, to explain and remedy mistakes and to impress upon them the principles which societies should always have before them."

The term "Inspection" is confined to the enquiries and operations carried on under the provision of Section 35 of the Mysore Co-operative Societies Regulation.

The large amount of money invested and the extent of the public interests involved make it necessary that the State should take adequate measures to see that the co-operative societies working in any country are run on sound lines. The degree to which this control is exercised differs, however, in different countries. Speaking generally, the more educated the members the less is the check exercised. Thus in the West, where the people have reached a high educational standard and non-official sources of control are freely and fully available, the State has found it unnecessary to maintain a very strict control over the movement and has more or less left its development to private efforts. But in India where members of co-operative societies and boards of management are, as a rule, not as well advanced, it is necessary for the State to take special steps to guide and supervise co-operative societies. This is done through the Co-operative Department, which, by means of frequent audit, supervision and inspection, is expected to maintain the purity and soundness of these institutions.

The Mysore Co-operative Department was constituted on a temporary basis in the year 1905, but some years later, it was made permanent. When first constituted, it consisted of a Registrar and a small staff of clerks. But as its duties and responsibilities increased, it was found necessary to add an executive staff called Inspectors and to increase both the clerical and the executive staff from time to time. We have found that the question of increasing the staff has received the sympathetic consideration of Government, but we think that the increase was often overdue and in many cases not quite adequate, and as a result, there has been a lack of sufficient and efficient control over the societies.

#### PRESENT STAFF.

The staff at present consists of a Registrar, 4 Assistant Registrars, 33 Inspectors and 26 clerks. The Registrar exercises general control over the whole State and is in direct charge of the societies in the Bangalore City. He is also in charge of all work relating to higher co-operative finance, the development of agricultural and industrial and other special kinds of co-operative activities. The eight districts in the State are constituted into four divisions each in charge of an Assistant Registrar.



The clerical staff is divided among the Registrar and the Assistant Registrars; the Registrar has ten clerks and the Assistant Registrars have each four clerks. As regards Inspectors, no attempt appears to have been made in the earlier stages to distinguish audit from supervision, or to distinguish either from work relating to special kinds of co-operative activity such as the development of agricultural or industrial co-operation. A group of about 40 societies was constituted into an Inspector's charge and he was expected to attend to all the work relating to it. About 5 years' ago, however, a distinction was made and Inspectors with special aptitude for audit work were posted on audit duty and Inspectors with long experience were posted for duty in connection with the development of agricultural and industrial co-operation, and the remaining Inspectors were employed on supervision work. We see that recently the old system has been restored. We do not approve of this alteration as we think the system of specialisation to be considerable improvement on the old system, as it sought to provide for the different activities of the department receiving proper attention. One of the results of this change in the system is an improvement in the detection of frauds. Though no amount of supervision on the part of the departmental staff can totally prevent such occurrences, frequent visits on their part will certainly tend to reduce their number as well as lead to a prompter detection of them. What is more important, the interest of the members in their societies will be kept up, opportunities will be afforded to managing committees to obtain advice on their difficulties and differences and to have their societies' working and accounts examined and rectified.

#### REDUCTION OF CHARGES.

Considering the size of the societies in Mysore the amount of work to be done in connection with them, and the conditions under which travelling has to be undertaken, we would reduce the charge of an Assistant Registrar to about 250, that of an auditor to about 100 and that of a Supervising Inspector to about 35. This will enable every society in the State to receive a visit at least once in two years by the Assistant Registrar, once a year by the Auditor and 3 to 4 times a year by the Inspector. To admit of such frequent visits, considerable additions will have to be made to the staff of the Co-operative Department and the

cost incurred by the Government on the Co-operative Department will have to be substantially increased.

We are opposed, however, to a policy which throws on Government the entire burden of the cost of maintaining a staff for the guidance of the co-operative movement in the State. In most parts of India, co-operative societies, especially Central Banks, contribute, according to their ability, towards the maintenance of a society—paid staff which supplements the Government staff. In Mysore such a staff has not yet been formed. We have already pointed out that the Central Banks have done but little in this respect. Several primary societies, especially those of the urban type, incur some little annual expenditure in paying one or more of their members for auditing their accounts. This, however, is not the result of an organised system, nor can we be sure that the audit by such member is always satisfactory. It would, in our opinion, be desirable to authorise certain auditors as competent to audit co-operative societies and to require all societies which undertake their own audit to seek the services of one of them.

#### NON-OFFICIAL AGENCY AND LEVY OF CONTRIBUTION FROM SOCIETIES.

We propose that, in keeping with the rest of India, a non-official staff should be brought into existence in Mysore which is paid and ultimately controlled by the co-operative societies in the State. In connection with the maintenance and control of this staff, different methods are in force in different provinces, but we do not propose to go into them in detail and discuss their respective merits. What appears to us suitable for Mysore is a system under which a contribution is levied from each society able to make it, and out of the funds so collected, to maintain a staff of Inspectors who will supplement the work of the departmental staff. The contribution to be levied may be fixed on the basis of membership, working capital, or net profits. We prefer the levy of a contribution calculated on the net profits. As to the amount of this contribution, we would fix the charge at 5 per cent of the net profits of every co-operative society in the State making a net profit of more than Rs. 100 per year. In levying this charge a distinction will have to be made between primary and central societies making very large profits. A primary



society making a large profit is not so intimately concerned with the general development of co-operation that it should be required to pay the full charge of 5 per cent of its net profits. In their case we are disposed to limit the contribution from them to a maximum which may be fixed at Rs. 500 per annum. On the other hand, a central institution making a large profit is in a different position and is most intimately concerned with primary societies, and it is reasonable to require it to bear the full charge. Our proposal in effect therefore is this. That a sum calculated at the rate of 5 per cent on the net profits of every co-operative society making a profit of more than Rs. 100 should be levied from all co-operative societies, subject to the condition that no primary society will be required to contribute more than Rs. 500.

If this suggestion is adopted, we anticipate that a sum of about Rs. 12,000 will be realised at present as a contribution from co-operative societies for the maintenance of a society-paid staff. This amount might be supplemented by the cost which is incurred by the Government at present on the system of Honorary Supervisors. We have already pointed out that their services in the past have not always been satisfactory, and we think that their discontinuance is desirable and will not materially affect the movement. The amount which is being spent by the Government during the past five or six years is on the average about Rs. 6,000 and this amount may, for the present, be given as a contribution from the Government to the fund collected through societies.

With the sum of about Rs. 18,000 thus available, we propose that an unofficial staff of supervisors should be entertained, who will be entrusted with the work of guiding, training and supervising societies. We propose two grades of supervisors, one in which the men are paid Rs. 50 each with a permanent travelling allowance of Rs. 20 per mensem, and another in which the men are paid Rs. 35 with a permanent travelling allowance of Rs. 15. For these amounts, we think, it will be possible to get men with fairly satisfactory educational and other qualifications, and where any of them proves to possess exceptional ability, he may be taken into the staff of the Government. With the amount available at present, it will be possible to employ a staff of about 20 of these non-official supervisors; 6 in the first grade and 14 in the second, which will absorb a sum

of Rs. 1,120 per month or Rs. 13,440 per year. This will leave a balance of about Rs. 4,500 which will be funded to serve as a reserve. As societies grow in prosperity and in numbers, the amount realisable under the scheme will automatically increase and enable the movement to employ a larger staff.

The question relating to the collection and administration of this fund, as also of the control of the supervisors, is of vital importance. Here again, practice differs in different parts of India. Considering the conditions in Mysore, it seems to us that, at present, it is best to leave both the collection and administration of funds and the control of the supervisors in the hands of a Board consisting of the Registrar, the Chairman of the Apical Bank and a representative of the primary societies in Bangalore for the next two or three years. By that time an attempt should be made to create an organization representative of societies which will take over the work and carry on the duties in consultation with the Registrar. The amalgamated Bank, or failing amalgamation, the Apical Bank which will contribute largely to this fund and which is vitally interested in the development of the movement generally, will naturally have to take the lead in this organization. Representatives of important primary societies of various kinds will also have to be included in this organization. We are not very particular as to the strength of this body, but we should think it will be sufficient if it is fixed at about 20 for the present.

This organization will be provincial in its character, and its first function will be to collect contributions from primary societies, employ and control the staff maintained therefrom. Until the number of Supervisors whom it has to control increases considerably, we think that direct control is best. Later on, the need for local control may be felt and then, the institutions we have before referred to under the heading of Supervising Unions will, we hope, provide a ready-made body for this work. A Supervisor who is placed in charge of a group of societies in any particular taluk or taluks may be asked to work under the guidance and orders of a body representing some of the principal societies in the immediate neighbourhood of his head quarters. The Supervisor will carry on his work under the advice and guidance of this body and will submit all his reports to it. It will pass its orders thereon and



send them for information to the Central Organization in Bangalore. The Central Organization will issue such supplemental instructions as it may desire and pass the matter on to the Registrar if necessary.

The Central Organization that we have suggested will have nothing whatever to do with finance. Besides the administration of the funds entrusted to it, it will take up several other duties of a highly important kind. It will, for instance, undertake propaganda, the publication of bulletins and magazines, the holding of training classes for supervisors and other men interested in or working in co-operative societies.

### CO-OPERATIVE TRAINING.

We have mentioned that among the functions of this organization should be included arrangements for the training of men engaged in co-operative work. We cannot sufficiently emphasise the need for such training. Some of the defects which we have noticed in several co-operative societies and which we have referred to in the body of this report are due to an inadequate staff and insufficient supervision on the part of the co-operative staff. But the majority of them are due entirely to lack of knowledge on the part of those, both official and non-official, who are engaged in the management of co-operative societies. We think that immediate steps must be taken for establishing a Co-operative Training School. This institution must provide for a full course of training suitable to officials like Inspectors and Supervisors and a shorter course suitable to Secretaries and other office-bearers of societies. Arrangements must be made in the institution for teaching the elements of economics, the elements of banking, the history, theory and practice of co-operation, the system of maintaining and checking co-operative accounts. Arrangements must also be made to give the students attending this institute some training in practical work. We have not considered it necessary to give a more detailed description of this institution, as full details are available in the training classes branch of the Bombay Co-operative Institute. We would recommend the opening by Government of such an institution at once under the control of the Registrar. When the organization to which we have referred in the previous paragraph comes into existence, the control of the institution may be transferred to it.

We have referred in the earlier portions of this report to the lack of public interest in the co-operative movement and to the paucity of non-official workers. Besides those engaged in the actual working of individual societies, public workers in Mysore are represented by the Honorary Supervisors, and we have expressed our opinion that their services may be dispensed with. We think, however, that from among the classes of retired officers and important land-lords, merchants, lawyers and missionaries it may be possible to enlist the services of a higher class of people in the cause of co-operation. They cannot naturally be expected to devote much of their time to co-operative work, but on the other hand, by devoting their spare hours and holidays in visiting co-operative societies, talking to people about their advantages and by using their influence with the public, they will, we think, be able to aid materially in the development of the movement in the State. In particular, we think that the work of disposing of co-operative disputes, which is taking up at present so much of the time of the department, may well be entrusted to these gentlemen. They may be styled Honorary Assistant Registrars and treated fairly liberally as regards travelling allowances. Except where any of them is already entitled to higher rates of T. A., we would suggest that they may be given a daily batta of Rs. 3, a mileage of six annas and double second class railway fare. They may also be given the services of a peon. Government may well recognise their services by grant of titles or special Poshaks.



*PART III—Extracts.*

**AGRICULTURE.**

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**Agricultural Demonstration Farms.**

**A NEW SCHEME.**

*(Madras.)*

*Extract from the letter of the Director of Agriculture dated March 20, 1923.*

The experience gained from the working of the Gudiyattam farm has led the Deputy Director of Agriculture in charge of the IV Circle to think that . . . . money could be spent to better advantage in the future by opening at least four demonstration farms to begin with, one in each district of the circle, viz., North Arcot, South Arcot, Chittoor and Chinglepet. I agree with him in this. At present we run a number of demonstration plots and these have been a great success. A demonstration farm such as now suggested will somewhat resemble these plots but be on a larger scale. The size of each farm would be about 10 acres, and the idea is to find men who would be willing to lend this amount of land to Government for three years free of cost and undertake to carry out such improvements as the department may suggest on half the land (5 acres). The landowner should find the labour and cattle necessary as a rule, and undertake to carry out the necessary operations at the right time. The department on their side will supply seed in the case of new varieties or new crops, and manures in the case of special manures which they wished to demonstrate. The owner of the land would benefit in that he will get increased crops and his land will ultimately be improved. The department would benefit in that it would have a farm on which to demonstrate improved methods in a practical way; where *raiylats* could be shown these methods being carried out *by a raiyat*. These farms will in fact be small model farms and centres of education.

Side by side with the departmental methods on the other half (5 acres) of these farms the ordinary local methods and systems and crops would be grown as comparison. Careful accounts will be kept of the cost of all operations as is now done on the demonstration plots, this being a special feature of the plots. Should the departmental methods result in a loss at the end of a year owing to conditions not in their control such as, for example, the failure of Cambodia cotton owing to a bad climatic season, then the loss, as judged by the difference between the profits obtained by the local methods on one half of the farm and those obtained by the department's methods on the other half of the farm would be refunded by Government as compensation. This, however, would apply to total profits over the whole year and is not likely to arise since the department will naturally only demonstrate such methods as they know will result in an increased profits. A failure of Cambodia cotton on one acre, for instance, would be more than compensated for by the gains derived from improvements introduced in the rest of the area under other crops and in this case no compensation would be necessary or considered. Consequently the case of compensation is not likely to arise. It will be necessary, however, to arrange for it since the confidence of the landholders has not yet been completely gained by the department.

Each farm will be in charge of an Agricultural demonstrator, who will have his headquarters in the immediate vicinity and he will be responsible for the supervision of the work and will pay the farm constant visits. The work will be carried out by a maistri who will be constantly on the spot.

A demonstration farm of this sort is a new idea and must be looked on as quite experimental but it is the natural corollary of demonstration plots which have proved a success and moreover the establishment of such farms has been several times demanded by the members of the Legislative Council. I anticipate that there may be some difficulty at first and that it may take a little time to find suitable sites and suitable men willing to supply the land and agree to our terms. A "farmer" and not a mere "landholder" is necessary. It may be possible that an agreement may have to be drawn up and signed between the department and the landholder, but it would be much better if this could be avoided. The Deputy Director



of Agriculture is however confident that he can find suitable sites and men willing to carry out the experiment faithfully to the benefit of themselves and the community. Should we ultimately fail to obtain suitable land and men then the question of leasing such demonstration farms must be considered, but I hope that farms may be obtained without having to incur the heavy expense of leasing the land.

*Letter from the Director of Agriculture, to the Secretary to Government, Development Department.*

In continuation of my letter No. R. O. C. D.-1387-22, dated March 20, 1923, I have the honour to call attention to the fact that during the course of the debate on the Agricultural Department budget allotment in the Madras Legislative Council on March 21. Mr. M. Ramachandra Rao, Member for Krishna, suggested the opening of a demonstration farm to show raiyats the benefit of applying manure mixtures recommended by the department instead of pattimannu. Such a demonstration farm if established should be conducted on the lines set forth in my letter, contrasting side by side the local methods and the methods advised by the department.

I have the honour to say that I think the suggestion of the Honourable Member a practical and useful one if Government can see their way to provide the necessary funds for carrying it out, and it is an argument in favour of the suggestion I have had the honour to make in my letter for opening similar farms in the IV Circle and using the funds at our disposal now spent on the Gudiyattam farm for the purpose.

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The Government in their Order, accept the scheme outlined by the Director of Agriculture in his letters R. O. C. No. 1387—22, dated March 20 1923, and March 21, 1923, for the opening of a small demonstration plot in each of the districts of the IV Circle, viz., North Arcot, South Arcot, Chittoor and Chengiepet and of one in the Krishna District. The employment of a maistri on Rs. 20 per mensem for work on each demonstration plot is sanctioned. A sum of Rs. 3,000 has been included in the budget estimate of 1924-25.

## EXCISE.

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### Prohibition in Bombay.

#### PROPOSALS OF THE SPECIAL COMMITTEE.

The following is the summary of recommendations of the Bombay Excise Committee.

It will be remembered that the Committee was appointed on 9th January, 1922, under the Chairmanship of the late Rao Bahadur G. K. Sathe. After the death of Mr. Sathe, Mr. C. M. Gandhi succeeded him as Chairman. The members of the committee originally were Mr. Macnaughten, Mr. J. B. Petit, Mr. B. F. Madon, Mr. Ambalal Sharabhai, the Rev. N. Macnicol, Mr. D. P. Desai, Mr. B. V. Jadhav, Mr. D. S. W. Path, Mr. J. N. R. Metha, the late Mr. P. J. Mead and Mr. W. C. Shepard.

In the first place we are of opinion that in the interests of the community as a whole as well as in those of Government the present policy of Government with regard to the manufacture and sale of country and foreign liquor, toddy and shendi and drugs should be altered as quickly as possible. The strong demand which exists throughout the country and among many classes of the people, as voiced by the witnesses, for an alteration in the excise policy of Government, in the direction of further restriction and in due course of the total extinction of the alcohol and drug traffic must be recognised and Government should declare that the total extinction of this traffic is the goal of its excise policy.

#### *Local Option.*

The first step which we propose for the adoption of the policy suggested by us is local option. Government should pass legislation to grant option to the people of a definite area to declare their intention to stop the liquor and toddy



traffic in that area, and such legislation should provide for a reasonable time for Government to take action to carry out the intention so declared. It should be laid down in the local option law that such delay was due solely to financial and no other considerations. We leave it to Government and the Legislative Council to define the area, the people of which should have power to declare their intention to abolish liquor and toddy shops. We prefer a direct vote, as our object is to make local option educative and popular. We are not in favour of making the locality directly responsible for the loss which will result in revenue from the exercise of local veto. All adult men and women of the area which is exercising the right of veto should have an equal right to vote. The law should only authorise a no-shop vote. Once the locality has gone dry, either by its own vote or by the adoption of the other measures proposed by us, no further option should be exercised by the people. If a locality has by a majority decided to continue the liquor or toddy shop, it should be given a chance to decide again, the vote being taken at fixed periods in such localities.

### *Rationing.*

We recommend the definite adoption, with certain limitations, of the present system of rationing the quantity of liquor supplied to shops, with a gradual reduction in the quantity issued to each. Equal treatment should be given to foreign as well as country liquor in issuing the quantity to shops. We do not recommend any further extension of the system of rationing liquor-shops to rural areas where the consumption is small and the chances of illicit distillation and smuggling many. Government will ultimately have to adopt the necessary means to reduce the illicit use of liquor in rural areas also, in order to extinguish the liquor traffic in the whole Presidency.

No new license should be henceforth issued by Government in any locality for the sale of country or foreign liquor, or toddy and shendi, except where it is proposed to substitute a toddy shop for a liquor shop as a temporary measure.

All "on" licences for the sale of liquor, country as well as foreign, should be abolished at the first opportunity as

soon as the old licenses expire, except in the case of the foreign liquor licenses granted to dak bungalows, bonafide hotels, restaurants and clubs, to which people do not resort merely for the sake of drinking. Before such licenses are issued the excise authorities should assure themselves that these institutions, more especially the restaurants, are genuine and not merely, "on" sale liquor-shops under the pretence of selling a few nominal articles of food or other drinks. As a general rule "on" licenses should not be granted to the hotels, restaurants and clubs which may be opened in future. The sale at hotels should be restricted to the hours of dinner and all "off" sale should be strictly forbidden in the case of hotels, dak bungalows, restaurants and clubs.

### *Auctioning Liquor.*

The present system of auctioning liquor and toddy licenses should be continued, but the system of receiving bids on the total quantity of the liquor to be sold during year should be given up and the right to sell liquor should be auctioned by bids per gallon of the liquor to be sold, during the year, whether "on" "or" "off". The rule should apply to foreign as well as country liquor.

We approve the present policy of reducing the number of shops, whether for the sale of country or foreign liquor or toddy, but we recommend that it should be more consistently and vigorously adopted. In closing down country liquor-shops, care should, however, be taken that the use of this liquor is not replaced by that of foreign liquor. The automatic reduction by any fixed percentage for all areas, or the regulation of the number on a population basis, is not desirable. The reduction should be made by Government, after consulting the excise authorities and advisory committees, according to the needs of the locality and the circumstances of the people.

### *Control in Mill Areas.*

In all industrial areas the number of liquor and toddy shops which are in the immediate vicinity of mills and factories affording facilities and temptation to millhands coming out of them should be closed. The liquor-shops in the areas which are not so situated and are therefore allowed to remain open should be turned into "off" shops and should



be closed on those holidays on which mills are closed. All shops in an industrial area should be closed on pay days, provided a substantial majority of factory owners agree to fix a particular day for the payment of wages. If required, legislation might be resorted to for the purpose of fixing the pay day.

Shops selling country and foreign liquor or toddy, whether "on" or "off" in all taluka towns should be closed on market and fair days. We recommend that the hours of sale should be made more uniform in their application to country as well as foreign liquor-shops and to the different localities. The hours of sale should be reduced, whether the "on" sale is abolished or not. All liquor-shops should be open from 10-30 A.M. to sunset in urban areas and from 10-30 A.M. to 12 noon and 3 P.M. to sunset in rural areas.

The price of country liquor should not be increased any further. This restriction need not extend to foreign liquors, especially the cheaper brands, which compete with country liquor.

The Committee approve the policy of reducing the strength of country liquor.

The sale of liquor to customers of twenty years of age and below should be prohibited. No employee in the shops should be less than this age.

#### *Excise Advisory Committees.*

The constitution of the excise advisory committees should be improved and their functions and powers should be clearly defined and enlarged. All town and city municipal areas as well as rural areas in which there is at least one shop for the sale of country and foreign liquor or of toddy or shendi should have committees.

The powers of these committees within urban and rural areas shall be to decide on the following questions:—

- (1) reduction in the number of liquor and toddy shops.
- (2) fixing the hours of sale.
- (3) location of shops.
- (4) fixing the strength at which liquor should be sold, and
- (5) fixing the limit of the quantity of toddy which can be sold at shops and booths.

The opinion arrived at by the committees by a majority should be respected and carried out. If the Collector differs from this opinion he should refer the matter to Government for final decision. The number of shops which the committees can close in their triennial term of existence shall not exceed one-third of the total number (1) of liquor shops and (2) of toddy shops in their area. One-fourth of the members on a requisition to the Chairman, signed by them, may insist on a meeting being held within a month. The life of the committees shall be a period of three years.

### *Special Licenses.*

Special licenses for the retail sale of foreign liquor to members only should be re-issued to existing clubs, gymkanas, etc., unless it be proved that people resort to them merely for the sake of drinking, on the same terms as clubs are licensed in Great Britain as regards fees and should be made to conform to all the conditions of the license.

The "on" sale of foreign liquor at railway refreshment rooms, in dining cars and on board steamers should continue as at present but for *bona fide* passengers only, till the use of liquor is finally abolished in the Presidency.

The sale of liquor, whether country or foreign, on the premises of theatres, cinemas and other public places of amusements should be entirely stopped.

When licenses are issued and bids are accepted at auction, any society or association registered not with a view to make profit, but with a desire to further the cause of temperance, should be given preference.

### *Foreign Liquor.*

As indicated in the foregoing paragraphs the restrictions which we have proposed in the case of country liquor should apply to foreign liquor as well. The use of cheap foreign liquor by the labouring classes should be stopped as soon as possible. No spirit which is not certified to be made out of malt, grape or barley which is not certified to be seven years old should be allowed to be sold in the Bombay Presidency.

The Bombay Government should recommend to the Government of India that no foreign distilled liquor stronger than 40 u. p. should be allowed to be imported. No



licenses should in future be granted for the sale of any kind of liquor of a strength higher than this.

The rationing of foreign liquor should be simultaneous with that of country liquor. This, in our opinion, can best be done by the following method for controlling its import, namely, that bonded warehouses should be established, one in Bombay and another in Karachi, the only two ports into which liquor should in future be allowed to be imported and that these warehouses should be made responsible for the liquor being issued to licensed traders importing foreign liquor up to such quantities only as may have been permitted to them for that year. (The Canadian system of Government being sole purchasers and importers be adopted, if practicable). If both these methods be found impractical in the rationing of foreign liquor shops, we suggest that the Bombay Government should, in consultation with the Government of India, devise some other method and introduce a system of rationing foreign as well as country liquor.

All beer licenses should be "off" licenses, whether "on" sale of other kinds of liquor is abolished or not.

The policy with reference to the sale of country and foreign liquor should be followed in the case of toddy and shindi as well so that their use is gradually restricted and ultimately prohibited as soon as the last liquor shop is abolished.

### *Deficit of Rs. 3 Crores.*

We calculate that there will be an eventual deficit of 3 crores in the provincial revenues if the consumption of liquor and toddy is finally abolished in the Presidency as proposed by us. To make up this deficit we recommend the levy of the following taxes; the amounts which on a conservative estimate they will yield are shown against them:—

		Rs.	
1. Succession duty	..	50	lakhs.
2. Totalizator	..	20	"
3. Taxation of "futures"	..	50	"
4. Increase of local fund cess	..	30	"
5. Tobacco tax	..	5	"
6. Employee tax	..	40	"
7. Transit tax	..	20	"
8. Terminal tax	..	50	"

The majority of these taxes, when experience has been gained in their working and the necessary machinery devised are or likely to bring in sums larger than those shown above. Together with the additional income of Court fees and with the natural growth of revenue in the future, this provision will, we believe, be sufficient for the tentative introduction of a system with total prohibition as its ultimate object.

The total quantity of opium sold now should not be increased; the policy of reducing the consumption of opium by increasing its price should be continued, and other suitable measures should be adopted by Government, such as the closing of shops on holidays, fair and market days, etc.

The sale of *bala golis*, containing opium, administered to children, should be stopped, as it constitutes a harmful practice.

“Ganja” and “bhang” should be prohibited within a period of 10 years by gradually reducing their consumption.

The use of ‘charas’ should be prohibited in Sind, as it has already been prohibited in other parts of the Presidency.

Government should try to negotiate and come to an understanding with Indian States with a view to their joining hands in carrying out the policy of total abolition of the liquor and toddy traffic in the Presidency, and if such negotiations fail Government should adopt the necessary measures to protect their borders.

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*PART IV—Notes, correspondence and suggestions relating to matters of administration from Government officers and the public.*

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*Note —The Editor assumes no responsibility for the correctness of the views or information contained in this part of the Journal.*

### **Local Self-Government in India.**

#### **PROGRESS UNDER THE REFORMS REVIEWED.**

One of the most important of the subjects transferred to the direction and control of Indian Ministers under the Reforms of 1919 is that of local Self-Government. There can be no two opinions that on the success of District and Local Boards will depend the future of India under the reformed constitution. It is only by means of their activities that the principles of Self-Government and the responsibilities and privileges entailed by it can be spread abroad among, and understood by, the masses. It is in this sphere that administrative experience and common ideals can be implanted in the population at large. We take the following striking passage from the famous Montagu-Chelmsford report, as emphasizing the importance of the work of Local Self-Government: "It is by taking part in the management of local affairs that aptitude for handling the problems of Government will most readily be acquired. . . . . The unskilled elector . . . can learn to judge of things afar off only by accustoming himself to judge first of things near at hand. This is why it is of the utmost importance to the constitutional progress of the country

that every effort should be made in local bodies to extend the franchise, to arouse interest in elections and to develop local committees, so that education in citizenship may as far as possible be extended and begin in a practical manner. If our proposals for changes on the higher levels are to be a success, there must be no hesitation or paltering about changes in local bodies. Responsible institutions will not be stably-rooted until they become broad-based; and far-sighted Indian politicians will find no field into which their energies can be more profitably thrown than in developing the boroughs and communes of their country." Probably in no other branch of civic activity is the contrast between India and advanced countries in the West so marked at present. In Great Britain, for instance, Local Self-Government occupies that pre-eminent place in the mind of the people to which its direct relationship to their personal and private affairs entitles it; institutions of Self-Government are planted deep in the consciousness of the people and upon them the fabric of nationhood has been solidly erected. But, in India the situation is different. Local Self-Government cannot be said to receive all the attention it deserves. It is largely ignored by those who come to the front in provincial politics, while civic ideals and the civic spirit have yet to be instilled into those large sections of the Indian people who at present stand aloof from politics. It does not enter into the scope of this article to review the history of Local Self-Government during the last three decades. Suffice it to say that it is not altogether to be explained by popular apathy. It is only fair to say that till the inauguration of the Reforms three years ago, no attempts were in evidence to make Local Self-Government a reality in most parts of India. The local bodies were administered largely by official agency with the result that they failed in a large measure to enlist the services of public-spirited men. The Municipalities and District Boards proved themselves indifferent because of the insignificant character of the powers entrusted to them, while these powers continued to be insignificant by reason of the apathy and lack of public spirit of the members. This position has begun to change with the transfer of Local Self-Government to Ministers elected by the people and a survey of the progress in District Boards and Municipalities will reveal the awakening of a new spirit in response to the altered conditions and the gradual transformation of the existing popular apathy into a live and energetic enthusiasm. The Government of India have



placed in the forefront of the objects of Self-Government the training of the people in the management of their own affairs and have laid down that political education must take precedence over departmental efficiency. The general relaxation of official control over local bodies is steadily proceeding and there have been notable signs that the grant of larger powers to them is followed in a large number of cases by a desire on the part of the members to take a greater interest in their work. A consideration of the legislative work undertaken by the provincial councils during the last three years testifies to a growing popular interest. In Bengal, the Minister in charge of Local Self-Government has a useful record of work to his credit. By far, the most important piece of legislation undertaken has been the passing of the Calcutta Municipal Act, which seeks to place the Municipal Law of Calcutta on a democratic basis. The Act provides for the paramountcy of the Corporation in matters relating to municipal administration and some of its other features are that the number of Municipal Commissioners is raised from 50 to 90 of whom 80 will be elected; and that plural voting is practically abolished and is restricted to one vote for an elector in each ward who has the requisite qualifications. The executive head of the Corporation will be elected subject to confirmation by the Government and the President of the Corporation will also be elected. The sex disqualification has been removed and the franchise has been lowered, so that an almost democratic constitution with large powers vested in rate-payers has been secured for the citizens of Calcutta. Coming to rural areas, it is satisfactory to note that both the District and Local Boards are now practically relieved of official control and that all possible financial assistance is being given them. The Bengal Municipal Act was amended and a large number of mofussal Municipalities were vested with the right of electing their chairmen. The Minister has always insisted that the expansion of Local Self-Government should begin from the villages and this explains the impetus he has given to Union Boards towards a healthy growth. These Boards have continued to increase in number and have always shown a remarkable aptitude for administering their own local affairs. The Minister has thus done all that is possible to stir up practical interest in problems of Self-Government and there is ample proof that Local Self-Government in Bengal has made a noteworthy progress under the Reforms. In Madras, too the work of local self-government has advanced rapidly in

recent years. Three decades ago, there was a limited electorate without a proper realisation of its responsibilities. The possession of a vote was not regarded as a valued privilege in the exercise of civic duties. Of the 927 Municipal Councillors in 1891, only 424 were elected, while the rest were all nominated. In other words, the percentage of nominated element to the total strength was over 54. It is refreshing to turn from this gloomy picture to the position as it exists to-day. There is now an enlarged electorate both in regard to Municipalities, and Union and Taluk Boards, which is fairly vigilant in the exercise of its present rights, and which exercises the vote intelligently. While 30 years ago the number of elected chairmen was only 26 out of a total strength of 55, it is gratifying to note that there are now no less than 72 elected chairmen out of a total of 81. In the case of the Local Boards an elected President of a Union or Taluk Board and much less of a District Board was then unthinkable. These functionaries were invariably nominated, but now the great bulk of Presidents of these boards are all non-officials. The constitution of the City Corporation of Madras is placed on a democratic basis and certain changes have also been made in the Municipalities Act with a view to re-organising the mofussal municipalities of the Presidency. These facts and figures point to the rapid advance noticeable in the constitution of local bodies in Madras. In Bombay, a distinct step forward has been projected by the administration in the direction of liberalising the constitution of all municipal bodies. Seventy five out of 157 municipalities have a two-thirds elected majority of councillors, while the policy of appointing a non-official President has been extended both to the District and Sub-District Boards. The Bombay Corporation has been reconstituted on modern lines and placed on a democratic basis by increasing the number of its councillors from 72 to 106 of whom 76 are elected and by fairly lowering the franchise. Another Act has similarly enlarged the powers and functions of Local Boards which are now able to impose taxes, construct light railways and enjoy great freedom in respect of expenditure on road construction and other works of public utility. The constitution of these boards has simultaneously been broadened by the adoption of a wider franchise. Thus the new Act which confers on Local Boards wide powers of taxation and generally increases their resources, will enable them to fulfil their functions more fully provided the powers conferred



on them are judiciously used. In the Central Provinces, an Act has been passed in order to expand the old Municipal Act which was considered inadequate in view of the changed conditions. The new measure is designed to make the municipal bodies truly self-governing institutions with increased functions and free from official control. It extends franchise to women who can sit as members in municipalities, provides for an increased elected element, empowers municipal committees to levy taxes themselves and to recover arrears and enables them to deal properly with congested areas. In the United Provinces a large number of Panchayets have been constituted, which it is believed, are turning out useful work. The District Boards Act is a measure that has for the first time made Local Self-Government a reality in rural areas, and is very much in advance of any similar measure that is in force in any other province of India. The main provisions of this Act relate to the extension of the franchise, the conferment of powers of local taxation, and the elimination of the official element. It also provides for the creation of divisional councils to be elected by the constituent boards, with the object of relieving both Government and the Boards of some of their respective powers and duties. In the Punjab two measures passed by the local Legislature are worthy of mention. The first is the Village Panchayet Act which enables the Government to establish in any village or group of villages a body of councillors to whom certain local matters including judicial powers both in respect of civil and criminal cases of a minor character may be assigned; while the other is the Small Towns Act which extends Local Self-Government to towns with a population of less than 10,000. The above survey of the activities of Provincial Governments in the sphere of Local Self-Government is necessarily brief, but enough has perhaps been said to show that in refreshing contrast with the apathy and lack of public spirit of the members of local bodies, during the pre-reform days, stands the marked activity now in evidence in the direction of improving the municipal amenities and civic administration generally. There can be no denying the fact that there is at present a real devolution of power in all local bodies whereby people are empowered to manage their own local affairs with freedom and responsibility.

This survey of the progress of Local Self-Government in India would be incomplete without a brief reference to the advance made in this respect in our own model State of

Mysore during the last ten years. Those who are competent to speak on the subject are agreed on the liberal system of Local Self-Government established in the State. They have expressed the opinion that the administration of local affairs by the Municipal Councils and local bodies has on the whole been satisfactory and reveals a marked advance on the conditions obtaining a decade ago. There are at the present time 8 District Boards, 77 Taluk Boards and 823 Village panchayets, all of them constituted under the Local Boards and Village Panchayets' Regulation. There is also in addition the Sanitary Board of the Kolar Gold Fields which performs in respect of that area almost all the functions of a District Board. The three District Boards of Bangalore, Kolar and Hassan have non-official presidents and the Bangalore District Board enjoys the right of electing its own President. Seven District Boards have non-official Vice-Presidents and not less than two-thirds of the members of the Boards are elected. Sixtyfive out of 77 Taluk Boards have non-official Vice-Presidents and the proportion of elected members on these Boards is one-half. As regards Municipalities there are now 2 City Municipalities, 29 Town Municipalities and 71 Minor Municipalities. Four town municipalities have been empowered to elect their own non-official Presidents and 85 municipalities have non-official Vice-Presidents. As regards the financial position of the Local Boards, the published returns tell us that nearly 50 per cent increase in the resources of the Boards has been effected by the assignment to them of the Local Funds General and the Mohatarfa by Government. The income of the Boards has nearly doubled during the last 12 years, while that of Municipalities has trebled during the same period. The total income of all the Local Self-Government institutions in the State was about Rs. 43 lakhs last year, and this large sum indicates the scope which they have for the fulfilment of their statutory obligations and the management of their own local affairs. The above statistics bear eloquent testimony to the progressive and enlightened policy which has been and is being pursued by the Government of His Highness the Maharaja in the important sphere of Local Self-Government. There are however some drawbacks which it would be idle to ignore. One had expected that the decentralisation of initiative and diminution of official control effected of late years would stimulate the sense of responsibility in the local bodies and accelerate the rate of their progress, but one is disappointed to find that this expectation has not been realised.



The Taluk Boards and Union Panchayets have not got into full working order with the result that the panchayets have not been as effective as they could be and representations have been made for their abolition. The District Boards would appear to have not yet taken advantage of the privilege of passing resolutions in matters of general interest and as regards economic work also, their activities have been hampered for several reasons. These and other shortcomings engaged the attention of the Local Self-Government Conference held in April of last year, at which a number of resolutions were passed covering the whole range of Local Self-Government. These resolutions raise general questions of policy requiring careful reflection and it is obvious that any lasting reform should be based on a preliminary survey directed to an investigation into the present condition of the local bodies and the deficiencies in their administration. Such a survey is now in progress and it promises to yield very interesting results.

*One Interested.*

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*PART V.—Miscellaneous (Notes relating to Local Self-Government, Public Health, Co-operation, etc.)*



## MYSORE LEGISLATIVE COUNCIL.

### The Dewan's Address.

The following are extracts from the Dewan's opening speech at the Session of the Mysore Legislative Council held on 4th April 1924:—

The last meeting of the Legislative Council under the Legislative Council Regulation of 1907 was held on the 11th August 1923, and we now meet for the first time, inspired with fresh ideals and aspirations and encouraged by the stirring message of hope and sympathy which His Highness the Maharaja was graciously pleased to convey to the members of this House and those of the Representative Assembly at the Inauguration Ceremony in Mysore, on the 12th March last. The necessity for this meeting so soon after its reconstruction and before the normal June Session was to take place is two-fold. The first and foremost consideration that weighed with Government to notify this Session was the long period of eight months that has elapsed since the last Legislative Council was prorogued. It was necessary that the earliest opportunity should be given by Government to this Council to meet in Session and come into close contact with Government, so as to get familiar with current events in the administration. A good deal of information has, as will be seen from the list of interpellations on this day's agenda, been asked for and will now be supplied by Government, and this I hope to supplement further in the course of my remarks. The second, though important from the point of view of revenue, is a matter of administrative exigency, *viz.*, the urgency of passing a measure which under the Emergency powers vested in His Highness the Maharaja, was enacted last October for regularising the levy of certain rates of Court fees. As this



Regulation is of a temporary duration and has the force of law for six months only, it is necessary for Government to ask the Council to pass a Bill at this sitting suspending the rules of business. This is a pure matter of form and touches no controversial points and I hope, therefore, the Council will agree to the procedure proposed to be adopted in this connection.

Touching upon the salient features of the administration during the past few months the Dewan said:—

#### FINANCIAL OUTLOOK.

The restoration of our financial stability, a problem of great importance, continued to receive our most anxious consideration. In my Dasara Address to the Representative Assembly, I indicated in general terms our position as it stood then and I regret to state that, owing to the total failure of the north east monsoon, following on an erratic south west monsoon the position is worse to-day than it was this time last year. It is a matter for disappointment that although the Government hoped to work the administration of the year with a balanced budget, the untoward events due entirely to adverse seasonal conditions are likely to cause a serious shortage of revenue and have necessitated heavy expenditure in certain directions not anticipated in the budget.

During the past few months, the Government have been busily engaged with negotiations and discussions relating to the surplus revenues of the Assigned Tract of Bangalore and the utilization of the Railway Sterling Debenture Loan Sinking Fund for further capital expenditure with a view to avoid public borrowing for the next few years, and in regard to both these questions, they are pleased to be able to announce that a satisfactory decision of the Government of India is well in sight and may be announced at an early date. As an earnest of the expected settlement of the surplus revenue question, a sum of 5 lakhs of rupees withheld from the surplus of the three years commencing from 1918-19 have recently been paid, making a total, including the previous year's realisations towards these arrears, of Rs. 18½ lakhs.

As regards the Mysore Subsidy which was the subject of a representation to the Government of India by our Government in 1919, a scheme of remission applicable to Indian States has been communicated to us, and its application to Mysore is now under our active consideration.

Other questions which have any bearing on the financial administration generally and been dealt with and disposed of since the Legislative Council last met, are the following:—

1. The relations between the Government and the Bank of Mysore were defined and a new agreement has been entered into for a period of ten years.

2. A Stores Purchase Committee was appointed consisting of official and non-official members to regulate supplies to and purchases by Government departments.

3. The scale of pension of inferior servants was improved.

4. Further facilities were afforded for the circulation of Mysore State Loan Bonds.

5. Proposals for the re-organisation of the Mysore Military Forces, which has an intimate bearing on the question of remission of Subsidy, have been definitely formulated and are under discussion with the Government of India.

It has been felt from past experience that the present system of financial control and audit of expenditure in the service departments, responsible for very large outlay, e. g., Military, Education and Electric, require improvement and proposals for reform in these directions are being worked up with the aid of a special staff, for introduction with effect from July next.

#### DEVELOPMENT SUBJECTS.

As regards the larger questions already enumerated by me as a part of our administrative programme and taken up for investigation and reform, I may mention a few that have made some progress. The revision of the Local Self-Government scheme has been the subject of a detailed enquiry through a Special Officer appointed for the purpose and orders may soon be expected indicating the lines of further advance more or less based on the recommendations of the Local Self-Government Conference, and the necessary amendments to the existing law on the subject. Some progress has been made in giving effect to the orders on the Education Memorandum. The Primary and Middle courses have been re-modelled. A considerable number of aided primary schools have been converted into Government schools, and the amounts of grant-in-aid to Village



Aided Schools, have been raised to give relief to those institutions and thus put a check to their gradual disappearance which has been such a distressing feature in our Elementary Education statistics. The question of the revision of the S. S. L. C. scheme together with the report of the Special Committee appointed to go into the question, has been considered, and orders of Government may be expected to be published at an early date. The design for Primary School buildings has been standardized on a cheaper model with a view to push vigorously the building programme of the Department. A professional staff has been sanctioned to enable the Inspector-General of Education to cope with this work.

The difficulties of admission to the Science College of the University experienced last year have been fully investigated by the University authorities under the orders of Government, and a scheme has been formulated for expansion at considerable additional expenditure to provide for all students eligible for admission.

#### LAND REVENUE.

In the Land Revenue department, the Amildari and Deputy Amildari services have been placed on a time-scale with a fixed travelling allowance. Orders have been issued for the improvement of Jamabandi and for the simplification of re-survey and resettlement operations. Additional temporary Courts were provided for removing congestion in Civil Courts, and the Separation Scheme has been introduced in the Kolar District. Orders have been passed re-constituting the Economic Development Boards and providing for the disposal of local subjects by the District Boards and Municipalities. The Inam Commission Report and the Malnad Improvement problems have been reviewed and examined, and the Resolutions of Government on both these matters may be expected to be issued shortly. Orders extending the grazing facilities throughout the State and abolishing the permit system were issued and the question of transferring the district forests from the control of the Forest Department to the Deputy Commissioners and redressing some of the forest grievances brought to the notice of Government during the Dewan's tour in the Malnad districts, were investigated. The decision of Government on these questions will be published soon.

## KANNAMBADI SETTLEMENT.

The news that the dispute with the Government of Madras relating to the Krishnarajasagara Dam and allied questions, which has been pending for the past 14 years, has at last been finally settled in an amicable manner without outside intervention will, I am sure, be received by this House with satisfaction. Full information regarding the agreement as well as the complete project and the programme of works to be taken up during the next few years will be made available as soon as the necessary Government Orders on the subject, which are under preparation, are ready for issue. In the meanwhile, that is, last December, detailed instructions were issued by Government with reference to the programme of works, the revised estimate of the project in accordance with the recommendations of the expert committee appointed to go into certain technical questions, and other matters which had to be decided independently of the above settlement. The recommendations of the expert Committee that the Dam should be brought to a sufficient height so as to surplus the floods of 1925 through the sluices at plus 80 and open weir at plus 106 necessitated a modification of the capital programme of the current and next years. An additional grant of Rs. 3 lakhs was therefore sanctioned for the current year making a total of 8.52 lakhs. A sum of Rs. 75,000 also had to be urgently sanctioned to repair the damages which occurred to the rear face of the Dam through the floods of the last South-West Monsoon. The time has now arrived to make a complete survey of the whole Krishnarajasagara Project as well as the Hydroelectric schemes for power development which the storage in the Krishnarajasagara under its first stage has rendered possible, and to indicate the general policy of further development of irrigation under the Krishnarajasagara High level Channal scheme and the other schemes in the Cauvery Valley in accordance with the settlement now arrived at with Madras. I hope that at the ensuing June Session, this House will have the fullest opportunity of discussing these important matters, on which will depend the future agricultural prosperity of a large but hitherto undeveloped tract in Mysore.

In the Muzrai Department, orders have been passed for the restoration and preservation of the Belur and Somanathapur temples and the appointment of a Committee to advise on the nature of the works that should be



taken up immediately. The amendment of the Muzrai Regulation and the question of enhancing the powers of the Dharmadarsis appointed under that Regulation have been taken up for necessary legislative and departmental action. The re-organization of the Ayurvedic College is also under active inquiry.

The policy of improving food production and making land available for cultivation to landless classes has been actively pursued and the disposal of the very large number of pending darkhasts has been speeded up.

After referring to the distress in Tumkur and Kolar districts and the relief measures taken by the Government, the Dewan proceeded:—

#### WOOD DISTILLATION AND IRON WORKS.

There is yet another matter in which Government feel at present, a certain amount of anxiety, and it is well that I take this House into confidence in regard to that. I refer to the Mysore Wood Distillation and Iron Works. The public are aware of the fact that the management of the whole concern was entrusted to a reconstituted Board with effect from April last with Sir M. Visvesvarayya as Chairman. The Central Factory commenced working from the 18th January 1923, somewhat prematurely it must be said, because Mr. Perin who had come out from America for starting the works was anxious to see that the plant operated for some time under his supervision. The work was shut down for seven weeks during the monsoon months of July and August owing to the flooding of the foundations of the charming tunnel and there was also a partial breakdown of the blast furnace again in the month of October which led to diminished production. From 1st November 1923 up to date, the operation of the plant has been smooth and undergoing, according to the reports received, continuous improvement.

The total capital expenditure on the scheme at the close of the year 1923 excluding preliminary expenditure, losses on working capital and construction suspense was Rs. 168.79 lakhs and the further expenditure during the current year on capital account works as well as that required for next year has been estimated to be about Rs. 18½ lakhs. The total under the excluded heads enumerated above comes to Rs. 27.73 lakhs. The Board of Management has reported that a sum of 5.23 lakhs represents the net loss on account of operations during the two

half years ended 31st December, a part of which is due to two stoppages referred to above.

A comparison of the results of working during the two half years ending 30th June and 31st December 1923 shows that during the second half of the year, the production was larger and the cost of manufacture was reduced by 16 per cent on pig iron and 50 per cent on bye-products as compared with the first half of the year. The anxiety to which I referred at the commencement of my reference to this concern relates to the fact that for various reasons there has been a phenomenal decline in the price of pig iron during the past six months. This has reduced the value of the daily output of the factory by about Rs. 600 per day. The prices may recover in due time and charcoal pig being superior to coke pig for certain purposes, better prices may be realised as its uses for such purposes come to be better understood. The Board are making special efforts to push on the sales under the advice of commercial experts and although the enterprise is faced with various difficulties, they are hopeful of its ultimate success.

By mutual consent the Agency agreement between the Mysore Government and the Tata Iron and Steel Co., Ltd., has been terminated. Although the Company have ceased to be Managing Agents, it is expected they will continue to be associated with the scheme through their Bombay and foreign business organisation.

Information will be given to-day inreply to one of the interpellations as to the net value of the total products sold up to the end of last month.

With a view to enable this House to make a correct estimate of the whole situation connected with this enterprise and vote on the expenditure required for next year, I propose to issue, with the concurrence of the Chairman of the Board of Management, a full statement of financial particulars before the Budget Session in June next, to the members.

#### LEGISLATIVE PROGRAMME.

It now remains for me to give an indication of the Legislative Programme that has been worked out for the consideration of the Legislative Council after the general principles thereof have been discussed according to the new Constitution in the Representative Assembly in the first instance. The following Government Bills are ready for



such discussion and they will be included in the agenda for the meeting of the Representative Assembly in June next:--

1. Ancient Monuments Preservation Bill. 2. Bill to provide for the registration and segregation and control of lepers. 3. Bill to amend the Code of Civil Procedure. 4. Bill to amend the Indian Penal Code. 5. Bill to amend the Press Law. 6. Irrigation Bill. 7. Bill to amend the Government Securities Regulation. 8. Bill to amend the Factories' Regulation. 9. Bill to amend the Insolvency Regulation. 10. Bill to amend the Patents and Designs Regulation. 11. Bill to amend the Muzrai Regulation.

At the conclusion of to-day's sitting, elections will be held for the return of members by the Legislative Council to the Economic Development Boards and the Standing Committees.

### CONCLUSION.

In the foregoing summary of events, I have attempted to make a rapid survey of the administration during the past few months and indicated also to some extent the programme of work that lies before us in the immediate future. The problems of administration are becoming more and more complex day by day; many of the administrative problems of Mysore are of vast magnitude and importance affecting as they do the well being of the present as well as coming generations and the future prosperity of the State. I welcome with relief the assistance that we, the officers of Government directly responsible for carrying on the work of the Government of the country on sound and progressive lines, may expect to receive from the reconstituted Assemblies of the State. While in the past, the credit or the blame lay on the shoulders of Government alone, in future, this will be shared alike by them as well as by the people who will have a real and substantial voice in the policy of the administration. In conclusion, on behalf of the representatives of His Highness' Government, I may be permitted to state that we all collectively and individually stand pledged to work the new Dispensation which His Highness has been graciously pleased to bestow upon his people with a liberal spirit of constructive statesmanship and I earnestly hope that we public servants may be guided by the disinterested services of the peoples' chosen representatives

in this House as well as the Representative Assembly, and that our united efforts may lead Mysore further onward in the path of prosperity and reputation for good Government, which has always been associated with the benevolent rule of His Highness the Maharajah.

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## THE PROBLEM OF THE INDIAN STATES.

Among the numerous and difficult Indian problems of the moment not the least important is that which concerns the relationship to be established between the democracy now being brought into existence under the orders of Parliament and the States scattered over the face of the country, which, differing widely as they do, are all alike characterised by fundamentally despotic Constitutions. In the recent debates in Delhi, Sir Malcolm Hailey pressed the extremist legislators to explain how an Indian Dominion, such as they now demand, would stand towards the States, and his question has received no effective answer. The idealists apparently see no difficulty in swallowing the States whole; the cynics, on the other hand, think the States would soon divide the hypothetical Dominion among themselves; the student who realises the implications of each of these summary solutions seeks rather to understand the tendencies actually at work, and to draw from the facts of the present a forecast of the changes to be expected in the future. In making such an attempt, it is well to insist at the outset on the fact that the States are not, as they are sometimes represented, merely strongholds of reaction. Conditions differ widely among them, and, if there are stout Conservatives in Rajputana and elsewhere, there are also centres of Liberal and Progressive ideas. It has been possible to look hopefully to Gwalior for much-needed experiments in economic development; Hyderabad has broken new ground in the region of higher education, while Baroda has been endeavouring to spread some degree of culture among the masses; and not very long ago Mysore could claim a definite initiative in the field of politics.\* The initiative has now passed for the time being to Parliament, but Mysore is still active, and it is there that one must look for tendencies which may throw light on the future of the problem. The task is rendered easier by the recent issue of a pamphlet, for which we are indebted to a correspondent, setting out in popular

\*An Editorial article in the "Near East" of London, dated 24th April 1924.

form the constitutional reforms introduced by the Maharaja and inaugurated last month, a pamphlet so eulogistic in tone that it may safely be accepted as exhibiting the new developments in the most favourable light.

The earlier progressive changes in Mysore were inspired by a most interesting idea—the partial separation of talk from work. The Council which performed most of the formal functions of a legislature was a small aristocratic body, while the more popular Assembly was designed solely to focus and express the opinion of the people at large—a task which it has appeared to be performing with increasing effectiveness. In the new constitution this idea is retained. The Assembly is accorded more formal recognition, but it remains essentially an organ for the expression of opinion, without power to translate opinion into action. The Council, on the other hand, has now been given a position generally similar to that of the Legislative Assembly at Delhi. It can pass laws and modify the Budget, so that it possesses definite powers, though there are over-riding provisions, such as are available in emergency to the Viceroy. The franchise is of the same order of magnitude as in British India, and consequently extremely narrow in Western eyes. There is a non-official majority, but it can be provided in part by nomination; not more than two-fifths of the members need be directly elected, against the minimum of five-sevenths prescribed by Parliament, and consequently it is highly improbable that recent experiences in Delhi should be repeated in Mysore. On the whole, however, the Constitution offers in fact a large measure of representative government. As yet there are no signs of a Ministry responsible to the Council, such as already exists in the British provinces, but most students of politics will agree that, when so much has been done, progress in that direction is merely a question of time.

The details which we have given are important in that they enable us to grasp the position taken up by one of the most progressive States in India, inhabited by a population which, it is safe to say is better equipped for politics than the average of the whole country. The action which has been taken in Mysore will bring no comfort to either wing of the Opposition in British India, whether the supporters of social and religious ascendancy, who hold that Parliament has moved in the wrong direction, or the claimants for immediate and complete self-government, who



contend that, while the direction may be right, the pace is far too slow. The framers of the Mysore Constitution are obviously content to follow in the direction taken by Parliament, and we are therefore justified in concluding that they consider that direction to be wisely chosen. It is equally permissible to infer that they consider Parliament has moved too quickly, for, while following its lead, they are careful to keep some way behind. The able men who conduct the administration of the State can be under no illusion as to the ultimate effect of the measures on which they have decided. No one has yet devised an effective limit to the transference of power to the people, when once the process has been put in operation, and we may take it that Mysore has definitely discarded the older Indian ideal of ascendancy. What can be effected within limits is to regulate the pace of the transfer, and Mysore is obviously determined that the pace shall not be too fast. Now Mysore is among the political leaders of the States. One or two others may possibly assert a claim to the foremost position, but the great majority are clearly content to follow Mysore at a cautious distance, just as Mysore is content to follow Parliament, and in this fact we find some materials to furnish an answer to Sir Malcolm Hailey's question. The creation of a homogeneous Indian "Dominion" is not the simple measure suggested by its advocates, nor is India in the wider sense prepared to support it. The initiative in political advance will for some time to come remain with Parliament, which has declared its intention to regulate the pace in accordance with the development of a new sense of responsibility among the people. The States will move gradually in the same general direction, but more slowly, and in some cases very slowly indeed. There is no early prospect of the homogeneity postulated by extremist dreamers; on the contrary, a temporary increase in diversity must be expected, and during the period of transition the relations between the States and British India will require most cautious and sagacious handling by those who hope for an ultimate approximation to unity in the larger sense. That hope is in itself entirely legitimate, but to attempt to realise it in a hurry is the readiest way to secure its indefinite postponement.

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## The British Empire Exhibition.

## INDIA AND BURMA.

The promptness with which India came into the project of an Imperial Exhibition has already been remarked. It was doubtless helped by the good fortune that had given her in England a High Commissioner who, known and trusted throughout India, saw the service that the Exhibition would be to Indian interests; just as the vigorous measures by which the original proposals have been carried out since Sir William Meyer's death have owed much to the enlightened support of the present High Commissioner, Sir Dadiba Dalal, and the energy, tact, and experience of the Exhibition Commissioner, the Dewan Bahadur T. Vijayaraghava Charya.

These favourable influences, however, invaluable though they have been, would have been insufficient if the best opinion in India had not been prepared for accepting their guidance in considering the project. Under the Reformed Constitution not only the Central Government, but the Provincial Legislative Councils and Governments and those of the Native States have powers far more independent than before, especially on matters of expenditure out of revenue, and the remarkable display that India, including Burma, is making has required and obtained the separate collaboration of each of the major Provincial Governments. Though the period was one of great financial stringency in India, the Central Government sanctioned expenditure to the amount of about £2,00,000; to which the participating Provinces added £1,25,000, in addition to the munificent co-operation of the whole of the important Native Indian States, with a single exception in which it was prevented by financial stress.

*Indian Pavilion.*—The form that Sir Charles Allom, the architect to the Indian Government, has given to its pavilion has hitherto not been generally understood. The pavilion stands on some five acres of ground, of which the buildings cover three acres, and an impression seems to have been created, even among the Exhibition authorities themselves, that it was a reproduction of specific buildings in India built with far different purposes. It is as a fact nothing of the sort. There is, indeed, authentic authority in still existing buildings for most or all the details that enter into its elaborate design, as, for instance, in the



Akbar Tomb at Sikandra, the Jumma Musjid at Delhi, the Fort, the Jassmin and the Pearl Mosque at Agra, and the Golden Mosque at Lahore. But the design is a collective whole into which these details have been skilfully blended, and it represents a collective study of Mogul architecture as practised by the master builders of India between the years 1550 and 1700 or thereabouts.

Elaborate though are its constituent features, the composition itself is simple, and like the British buildings in their totally different style it owes much to the use of a wide expanse of building without any attempt to raise it to the full height such a site could bear. It is built in a hollow square, the front of which, a facade 430 ft. long, has a central entrance rising to 70 ft. with the facade continued on each side at a height of some 40 ft. except for slender minarets 111 ft. high. This facade serves merely as a screen, behind which is a courtyard 150 ft. wide by 167 ft. long, with a rectangular well 40 ft. by 80 ft. in the centre and arcades on the three sides leading to the courts of the exhibits.

An Indian theatre, with exterior and interior decorations finely wrought by Indian craftsmen and artists, has been provided, able to accommodate 300 persons seated and several hundred standing. The performances in it will be given entirely by Indian players, and will include some famous Indian mysteries, such as the basket and the mango tree tricks. The Devil Dancers from Darjeeling, whose display it is said has never yet been seen in Europe, are also promised.

*Indian Exhibits.*—The exhibits consist almost entirely of two classes. In one is represented the products of each participating province—Bengal, the United Provinces, Madras, Bombay, the Punjab, Baroda, Indore, Patiala, Behar and Orissa, Bikanir, Cutch, Jodhpur, Kathiawar, Jaipur, Khambata, Mysore, Travancore, Bharatpur, Khairpur, and Kashmir. The others are still more collective; the famous Survey of India, the Geological Survey, the Meteorological Department, the Railways, the Army, measures of social service, co-operation and education, and commercial intelligence; timber and forestry, tea, and cotton, with a central hall devoted to retrospective art. These, with one or two individual exhibits, such as that of the P. and O. Company make up the the principal Indian contributions to the Exhibition, apart from the theatre, from dioramas, and from

films to be seen in the Exhibition cinema theatre. The variety they embrace is better imagined than described. The fibres and other products of India's varied agriculture, her forests and their products, her minerals and ores, her native manufactures, are all represented in detail and in profusion; and many of them, such as cotton and silk, are presented as having still a practically unlimited field for development.

The growth of Indian activity is not generally recognized in this country. During the present century alone her railways have trebled and their passengers quadrupled, irrigated areas have doubled and are still growing, her cotton mills have doubled, her jute mills trebled, her coal production has increased ninefold, her sea-borne freight fourfold, and her exports and imports have each increased nearly as much. Her factory work has also grown—her iron and steel, her jute, rosin, turpentine, and chemicals, her cotton, wool, and leather manufactures. But if her present exhibits represent the matter fairly, her activities in industrial manufacture are still small relatively to her great production of raw materials and the still more prodigious scope for their industrial development.

*Staple Industries.*—Two examples may be quoted from the present exhibits to illustrate how fundamental is the need for developing, for example, Indian agriculture.

The cotton-growing industry produces principally very short staple cotton, used mainly in local manufacture, but a considerable quantity of cottons of medium staple is also available. The exhibits include the principal types of strains of which the cultivation has reached a commercial scale, and are shown with particulars of the annual production of each of them, and the provinces and districts where each is produced. The stall of the Indian Central Cotton Committee, which has organized the display, is covered with cloth made in India; but the whole collection of specimens indicates the most determined intention to improve the quality and quantity of the raw cotton, and to obtain for it an extended market outside the sub-continent. It will be remembered that this committee was appointed by the Government of India in 1921, and last year was incorporated permanently as a body representing the Governments and all commercial classes by an Act of the Indian Legislature, which gave it a cess or levy on every bale of cotton consumed in Indian mills or exported, to be



devoted principally to cotton research. The programme of work included grants to provincial agricultural departments to enable them to undertake specific investigations beyond the range of their ordinary investigations, and the inauguration of both central and local institutions for agricultural and technological inquiry.

*The Mysore Court.*

That enterprise such as this has a bearing on other trades may be seen in the exhibit, relatively small though it is, that represents Mysore. This State was the first in India to put in hydro-electric plant, and has applied it on a large scale to industries such as gold-mining, oil, flour milling, and textiles. Far larger sources of water power are as yet undeveloped, but the supply of cheap current in, for instance, the cities of Bangalore and Mysore has already created a demand for electric motors which will increase with further hydro-electric developments. The manufacturing industries, again, are anxious for improved machinery; and although agriculture within the State suffers from want of capital and uncertain seasons, vigorous efforts are being made by the State, with every prospect of increasing success, to encourage ordinary cultivators to use improved agricultural implements. Already the more enterprising of them are using oil and gas engines for irrigation, tractors, and other mechanical assistance in a variety of ways.

*Burma Pavilion.*—Perhaps no more striking example can be found of the anxiety of States within the Empire to co-operate in the Exhibition than the insistence of Burma in ignoring her position as an integral part of the Indian administration and deciding to be represented in a separate pavilion at an expense of about £40,000. Visitors will certainly be the gainers, for the pavilion in which her exhibits are shown is among the most beautiful to be found in the Exhibition. It is relatively small, covering only some 17,000 sq. ft. out of the 76,000 sq. ft. of the site in which it stands. It has been designed by Mr. Adams Act on, of Sir Charles Allom's firm, with the object of reproducing not the whole or parts of individual buildings, but the traditional Burmese architecture of 200 years ago. This style differs from Indian stone construction in relying largely on the use of native teak, and it has therefore been necessary to have the entire decorative work carved from models to the architect's designs and executed in Burma by native craftsmen.

The main building is about 140 ft. long by 60 ft. deep, and is made entirely of carved teak, the main facade and entrance being decorated with columns of glass mosaic and carved and pierced arches. It carries towers at its centre and ends rising to a height of 100 ft. from the ground, similarly treated in wood, and carrying metal hoops and small bells which can be heard at a considerable distance as they tinkle in the wind. The lay-out in the grounds includes gardens of tropical flowers—trees, palms, and cactus—at points of which are displayed small shrines and native carvings, and it is completed by a canal running along the front of the site, spanned by a bridge house built in teak with red and gold lacquer columns and stone steps, the structure being filled in with brick and rough plaster work.

The exhibits correspond to general knowledge of the country's products. Of manufactures there is little more than characteristic cottage industries, but these appear in a great and attractive variety, and should command considerable attention. Of natural products, on the other hand, everything is represented that is known to be produced in the country. Agricultural produce, of which some kinds—rice, for instance—are not appreciated as much as their nutritive value deserves, forestry, in which great scope remains for development, though, as the exhibits prove, much has already been done to show the singular beauty, variety, and utility of Burmese timber, rubber, oil, minerals, precious stones, silk, cotton, and tobacco; all appear on a large scale, and should be important as well as interesting to those concerned with their use. Burma timber, for instance, represents forests that cover 150,000 square miles, with 2,000 forest officers in charge of them; but as yet the revenue yielded is not proportionate to the enormous extent of the resources. In the grounds an interesting exhibit shows the local method of treating oil shale.

#### COLONIES AND PROTECTORATES.

The co-operative spirit that has shown itself throughout the Exhibition is well seen in the arrangements of the Colonies and Protectorates. Except for those that are so placed geographically as to have no convenient neighbours with whom they could be grouped, the majority have joined forces among themselves and formed groups in which the exhibits of each gain from the presence of the others.



*West Atlantic Colonies.*—Nowhere is this more marked than in the exhibits of the West Atlantic Colonies. These consist of the Colonies of the Empire in the West Atlantic Ocean from the Bermudas in a latitude north of the Gulf of Mexico down to the Falkland Islands opposite Patagonia, and include the Bahamas, British Honduras, Jamaica, the Leeward and Windward Islands, Barbados, Trinidad, Tobago, and British Guiana. With the exception of Bermuda, these are all housed in a long low pavilion immediately south of the British Government Building, designed with a red-tiled roof in the quiet style of Colonial Georgian architecture and covering nearly half an acre of ground in a site of over two acres.

Of this building British Guiana occupies the whole southern part. Its southern entrance is arranged at the side of a model 32 ft. in height and 24 ft. in width which on a scale of half an inch to the foot represents the Kaie-teur Fall, a single drop just five times as high as Niagara, here reproduced with realistic optical effects. The entrance leads in to a garden with flowering orchids and other British Guianan flower plants, a lily pond, and Guianan butterflies. To the west of this garden is a model showing jungle life, with a complementary museum, and to the east a representative collection of Demerara sugar and other agricultural exhibits, with models of sugar factories and rum stills, growing sugar-canes, rice, cocoanuts, and minor products of the soil. A main gangway which traverses the building from east to west and is entered on the east through a representation of the ruined archway of an old Dutch fort of historical interest, carries a large collection of relevant pictures and photographs. On the north side of this gangway are exhibits showing the cultivation and preparation of balata and similar products, forest industries, timbers (including the genuine greenheart, found only in this Colony), gold, diamonds, and minerals (including a model of a bauxite mine, specimens of diamondiferous gravels, a collection of diamonds, and a working diamond pit with an Indian house adjoining), and a well-equipped publicity department.

The main West Indies and Atlantic group is laid out in courts representing the well known products of the several Colonies, which must be studied in detail. The most striking feature is a working model of the Trinidad pitch lake, from which asphalt is dug out and conveyed by telpherage

for shipment. Other models of interest represent the Imperial College of Tropical Agriculture, the intended Instructional Sugar Factory in Trinidad, and the Government cocoa plantation surrounded by 14 miles of hibiscus hedge. Particular stress is laid on the use of Trinidad and Grenada cocoas for chocolate making, which is demonstrated in the Food Section in the Palace of Industry, and on the attraction of the islands to tourists who wish to escape from fogs.

Both sections of this pavilion are surrounded by tropical gardens, for which some or all of the plants, vegetables, and fruits have been acclimatized for some time past in the Botanical Gardens under the advice of Mr. Fawcett, the late Director of Agriculture of Jamaica.

The Bermudas, with their aggregate 19 square miles of territory and 20,000 inhabitants, have spent some £10,000 on their pavilion and its contents north-east of the Stadium, in order principally to call attention to their mild and winterless climate, their beautiful Hamilton Harbour, their mid-ocean Golf course, and the attractions they offer tourists. The pavilion is an accurate reproduction of Walsingham, the Bermuda home of the poet Moore.

*West Africa.*—Nigeria, the Gold Coast, and Sierra Leone have separate pavilions; assembled within a representation, built up on a steel-framed timber structure, of the mud-walled city of Kano, the east gate being an accurate copy of the carved original. It stands on a site of over three acres to the immediate north-east of the Stadium, next to the Bermuda Pavilion.

The Nigerian Pavilion is a reproduction of a native house and market, in which exhibits are made of established agricultural, mining, and forest products, and of the present early stages of cotton growing. The oil palm is perhaps the most prosperous of the industries, and the exhibit of it shows a complete modern extraction plant, of which the demonstration is said to be the first yet given in England. Other exhibits show hides and skins, groundnuts and their oils, tin and gold, black and brown coal, wild and cultivated rubber, and Nigerian timber, which is used for the entire construction and the furniture of three rooms. West African natives are working at their crafts in a model village within the walls, in which they are living during the period of the Exhibition.



The Gold Coast Pavilion is modelled on a slave-trading castle dating from the fourteenth century, with a gate carved especially by African workmen. It is laid out to the designs of Mr. W. Bruce Smith and Mr. E. J. Humphries in a realistic style, intended, as are the exhibits, to illustrate the progress of the Colony. The most important exhibit is that of cocoa, but others are associated with mining (especially manganese), timber, and other natural resources. The Gold Coast section, which has been organized personally by Lady Guggisberg, the wife of the Governor, includes considerable information on the history, education, and general internal progress of the Colony, and shares with Nigeria a cinema theatre devoted to similar purposes.

The Sierra Leone Pavilion, in the form of a Protectorate rest-house, includes exhibits of oil palms, timber (including some new and ornamental varieties), fibres and other products, but it is largely devoted to exhibiting native crafts in actual operation.

*East Africa.*—The colonies and Protectorates of Mauritius, the Seychelles, Nyasaland, Ranzibar, Uganda, the Sudan, Kenya, and the mandated territory of Tanganyika, are grouped in a pavilion opposite that of West Africa and next to that of Burma. The building is on the lines of an old Arab house, within which each Colony and Protectorate has its separate court. The entrance is an exact copy of a famous carved gate, and leads to a central court devoted to a collection of big game trophies and pictures of East Africa. Kenya shows coffee, grains, fibres, and timbers, including cedar for pencils; the Sudan, gums, grains, and models of dams under construction for irrigating it with a view to growing cotton. Uganda also shows coffees in great variety, fibres, grains, rubber, elephant tusks, and above all cotton, the most important of its products; Zanzibar, cloves, copra, and the products of native crafts; Nyasaland tobacco; Mauritius, sugar, fibres, copra, vanilla, &c. The Seychelles exhibit in the Mauritius Court copra, calipee, essential oils, and tortoise shell; and Tanganyika shows fibres, coffee, rubber, grains, ivory, timber, and hides. Particulars are given freely of the attractions of the climate and scenery for tourists and sportsmen.

*Indian Ocean.*—Ceylon, Malaya, and Sarewak exhibit in separate pavilions.

The Ceylon Pavilion, to the south-west of that of British Guiana, is designed in the style of a famous temple at

Kandy, the ends being actual reproductions of one part and the centre of another. It has been painted in native colours and patterns by native artisans. Its exhibits relate principally to tea, cocoa, chocolate (all on sale), and rubber, together with native furniture and silver and brass work. Its most sensational exhibit is a million pounds' worth of cut jewels, including the largest known sapphire and catseye. Elephant and other trophies are also displayed.

The exhibit of Malaya includes the Straits Settlements and both the Federated and the Unfederated States. It is housed in a building designed in a Moorish-Arabesque style, which in recent years has been adopted in Malaya for public buildings, with a dome, tall minarets, and a courtyard, entered through an avenue of palms. It stands on a site of nearly 40,000 sq. ft. next to the south side of the New Zealand Pavilion. Its exhibits relate predominantly to rubber and gutta-percha and to tin, the latter with models showing both native and modern alluvial practice. Other exhibits deal with timbers and forest products, such as resins and gums, minerals, a host of miscellaneous products, and native crafts. One exhibit draws attention to the unlimited scope and large variety of the Malayan fishing fields, which as yet have not been exploited by modern methods. A striking model of Singapore Harbour is shown among other scenic effects.

By its side is the Sarawak Pavilion, which is practically a full-size reproduction of the Rajah's house roofed with native shingles. Its exhibits relate principally to rubber, sago, petroleum, and pepper.

*Other Colonies.*—The Fiji Islands have their pavilion on the same site as Newfoundland. Their exhibits relate to produce, notably sugar (shown both extracted and in the cane,) copra, and fruit, though rubber growing is now also established in the island.

The Hong-kong Pavilion, to the east of that of Ceylon, is a lively reproduction of Chinese street in that Colony, where Chinese workers practise their many arts (including those of the restaurant), and model reproductions are shown of the docks and of ships built there. An interesting exhibit is made by Sir Robert Ho-Tung, showing the work of the silkworm from the mulberry leaf to the spun fibre.

Malta has a pavilion east of that of East Africa, consisting of three halls surrounded by reproductions,



about half the size of the originals, of fortified walls and gateways dating from the period when the island was held by the Knights of St. John. Two of these halls are devoted to the history of the island, and illustrate it picturesquely; the third shows the arts and crafts of the present day—lacemaking, filigree and other gold and silver work, cigarette-making—together with the hard and soft Malta building stones of which the island possesses huge deposits, shown both plain and in various sculptured forms and used in parts in the construction of the pavilion.

The Palestine and Cyprus Pavilion contains exhibits representing their familiar wines and agricultural products, and disclosing the life and attractions of the countries.

In considering the exhibits of the Colonies, as indeed those of the Dominions, attention should be paid not only to the products shown but also to the conditions under which they are produced, and the visitor will find it worth his while to study the statistical and other information which is displayed in most of the pavilions, often with ingenious directness.—*Times Engineering Supplement*.





*PART I.—Orders of the Government of Mysore.*

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**REVENUE.****Loan applications.**

During the Representative Assembly Sessions of October 1922, Mr. Siddabasappa, Representative Assembly Member of Shikarpur Taluk, represented that there was much delay in the disposal of applications for loans causing much inconvenience and trouble to raiyats and that a time limit may be fixed for the disposal of such applications. The Revenue Commissioner states that it is neither advisable nor possible to fix an inflexible time limit as no officer can sanction the loan without full enquiry as he incurs personal responsibility in the matter if the loan is found irrecoverable later on.

Government observe that the complaint about delay in the disposal of applications for loans is not without foundation, but the fixing of a time limit for disposal of loan applications may lead to their summary rejection without enquiry. It is besides not possible to complete the enquiry in all cases in any given time. Government however direct that Revenue Officers should treat such applications as urgent and go through the prescribed formalities with as much expedition as possible.

*G. O. No. 5773-81--L. R. 261-22-146, dated  
12th May 1924.*

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**Collection of water rate on Inam lands.**

The Revenue Commissioner states that the Jama-bandi Officers may fix the water rate to be collected from Inamdars upon reports of Pahani Inspection by Shekdars or on personal inspection, if necessary and that they may be empowered to sanction bills for commission at 12 per cent due to the Inamdars and that in cases where the Inamdars are aggrieved at the amount of water rate fixed by the Jamabandi Officer other than the Deputy Commissioner, they may be allowed to appeal to the Deputy

Commissioner. Government approve of the Revenue Commissioner's recommendation.

*G. O. No. 6081-90—L. R. 305-22-6, dated 23rd May 1924.*

### **Head Accountants of District Treasuries.**

In modification of the Government Order No. R. 3012-21—L. R. 162-22-11, dated 30th December 1922, Government direct that District Treasury Head Accountants be required to pass in the following subjects prescribed for accountancy examination under Government Order No. Fl. 745—G. F. 3-21-79, dated 5th August 1922.

- I. Part I Mysore Account Code Vols. I and II, Vol. IV Part 2 Section III (Inspection of Treasuries), Part II Mysore Service Regulations.
- II. Mysore Account Code Vol. IV, Part I except Section V of Chapter XXX (Accounts of P. W. D.) and general rules of Office Procedure.
- III. Commercial Book-keeping.

*G. O. No. R. 6118-27—L. R. 396-23-2, dated 28th May 1924.*

### **Cultivation of cardamom and coffee.**

As the water supply in streams would be diminished if their margins were cleared of forest growth and brought under cultivation, Government directed in their order of 1897 that a margin of 50 yards should be acquired in the case of old grants for coffee and cardamom cultivation and that as regards further grants the rule of reserving 50 yards margin should be strictly enforced in all cases. In the year 1904, on a representation that the cardamom plant required heavy shade to thrive well, that those who engaged in its cultivation went to the length of growing trees wherever the existing growth was deficient and that cardamom could be grown only on the margins of streams, Government in their order dated 14th September 1904 relaxed the rule in the case of cardamom cultivation. Since then the coffee planters have been urging similar relaxation in the case of coffee cultivation also. In 1909 the question again came up for consideration, but Government in their order No. R. 2466-75—L. R. 41-09-5, dated 21st September 1909 observed that they were not in



favour of relaxing the rule prescribing the reservation of the margin of 50 yards. They further directed that within the ever green belt on the eastern slope of the ghats no lands should be given out for cardamom cultivation without the previous sanction of Government. But in Government Order No. R. 4616-19—L. R. 280-14-12, dated the 10th November 1915, Government directed, in modification of the order of 1909, that the restriction against the grant of land for cardamom cultivation be waived in the case of lands the drainage of which is towards the Arabian Sea and not into the basin of the Hemavati. The removal of this restriction has been urged on several occasions since. A representation was made to the Dewan during his Malnad Tour in January and February 1923. It was brought up at the Birthday Sessions of the Representative Assembly of June 1923 by Mr. Dyave Gowda of the North Mysore Native Planters' Association and also by the United Planters' Association in their letter dated the 25th October 1923.

The Conservator of Forests, the Superintendent of Revenue Survey, the Revenue Commissioner and the Deputy Commissioners of Kadur, Hassan, Shimoga, who were consulted are generally in favour of the modification of the rule. The Revenue Commissioner states that except near head waters, where the margin may be made wider than 50 yards, the restriction may be removed. The Conservator of Forests says that the rule may be abolished and that it will be enough if it is laid down that the lands should be planted up with cardamom or coffee within a year of the clearing of the fresh growth. The Survey Superintendent is however of opinion that the rule should not be completely removed and that the margin may be reduced to 25 yards. After a consideration of all the circumstances of the case, Government are of opinion that the existing orders on the subject may without any prejudicial effect on the rainfall be modified. Government direct that the restriction may be removed altogether in respect of cardamom cultivation, subject to the condition that the trees on the lands granted are not removed, and that as regards coffee lands the limit of the margin to be left by the side of perennial streams and springs be reduced from 50 yards to 25 yards.

*G. O. No. R. 6354-6—L. R. 198-23-12, dated 11th  
June 1924.*

## FOREST.

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### Minor Forest Produce in Inam Lands.

There is no rule prohibiting the Inamdars from disposing of the minor forest produce in their Inam villages to whomsoever they please. But under Government Order No. R. 8600-8—Ft. 84-17-2, dated 20th February 1918, a permit has to be obtained from the Amildar for the collection of bark from private lands and a time limit of 30 days has been fixed for the disposal of applications for such permits, in ordinary cases. After collection a separate permit has to be taken from the Amildar for the transport of the bark. The Inamdars complain that there is long delay in the disposal of applications for permits for the removal of the bark and state that they should be free to dispose of their produce and transport it without permits.

On a careful consideration of the matter, Government consider that no change is called for in the rules now in force which require a permit to be obtained for the collection or removal of bark by the Inamdars.

The attention of the Amildars will however be again invited to the time limit prescribed for the issue of permits and they will be required to strictly conform to it.

*G. O. No. I. C. 7094-103—Ft. 190-23-4, dated 15th  
May 1924.*

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## EDUCATION.

### Girls' Schools.

#### POWERS AND FUNCTIONS OF INSPECTING OFFICERS

The Inspector-General of Education has submitted the following proposals;—

(i) that, in reconsideration of the Order, dated 20th February 1924, only one instead of two posts of Assistant Inspectresses may be abolished;

(ii) that the appointment of a Head Clerk on Rs. 45 and a house rent of Rs. 60 per mensem may be sanctioned to the Office of the Deputy Inspectress;

(iii) that the proposal *re* powers and functions of the several Inspecting Officers and distribution of work among them outlined in paragraphs 2 (a), (b) and (c) of his letter may be approved, if proposal (1) is not accepted;

(iv) that the new arrangements under Government Order, dated 20th February 1924 read above may take effect from 1st June 1924, the appointment of the Deputy Inspectress being treated as supernumerary till that date.

On a careful examination of the several aspects of the above proposals, Government consider that it is not possible to restore one of the two appointments of Assistant Inspectresses ordered to be abolished in the Government Order of February 1924.

The proposals of the Inspector-General *re* the powers and functions of the Inspecting Officers of Girls' Schools and the distribution of work among them are approved and the same are appended to this order.

It is reported that the disbanding of the offices of the Assistant Inspectresses and the re-distribution of inspection ranges necessitate the sorting of records, putting up of fresh registers, etc., to suit the requirements of the newly formed ranges and the work is expected to take at least two months. With a view to enable this work being carried out under the direction of the Deputy Inspectress and arrangements being made to absorb the two

Assistant Inspectresses in the tutorial line the Inspector-General suggests that the appointment of Deputy Inspectress be treated as supernumerary from 29th February 1924 to 31st May 1924 inclusive. In the circumstances reported, the proposal is sanctioned.

Sanction is also accorded to the appointment of a Head Clerk on Rs. 45 and a house rent of Rs. 60 per mensem for the Office of the Deputy Inspectress in addition to the scale of charges sanctioned in the Government Order of 20th February 1924.

## APPENDIX.

### (I) POWERS AND FUNCTIONS.

The Inspectress may continue to be in general charge of Girls' Education in the State as heretofore. But advantage may be taken of this opportunity to afford her some relief by curtailing her immediate jurisdiction and thereby lessening the routine office work and touring and inspection work. The proposals regarding the redistribution of work in the light of the above are shown in para ii below. The Deputy Inspectress may have an independent office but work under the general control of the Inspectress. In all matters requiring the sanction of higher authority she may be required to correspond with and obtain orders from the Inspectress. She will of course issue final orders to the extent of powers assigned to her but the Inspectress will entertain the first appeal against the orders of the Deputy Inspectress and she will also have the power of general supervision and revision over the acts of the Deputy Inspectress. Subject to these conditions the Deputy Inspectress may have the same powers as the Inspectress within her jurisdiction. The inspection reports of the Deputy Inspectress except those relating to Primary Schools may be submitted to the Inspectress who will submit them to the Inspector-General with her remarks for final orders. The inspection reports of the Primary Schools inspected by the Deputy Inspectress will be reviewed, etc., by the Inspectress as usual.



## (II) DISTRIBUTION OF WORK.

The most feasible rearrangement of ranges and charges so as to avoid dual control, etc., is shown in the enclosed statement. The main features of the scheme may be summarised as follows:—

(a) The Inspectress will have in her direct charge—

(i) All the Girls' High and Normal Schools in the State except the Maharani's High School, Mysore, which will continue to be in charge of the Inspector-General of Education.

(ii) Kannada Middle and Incomplete Middle Schools in Bangalore, Kolar, Chitaldrug, Shimoga and Kadur Districts.

(iii) Kannada Primary Schools in localities that have Middle or Incomplete Middle Schools therein, except the Bangalore City; and

(iv) While exercising general control over the institutions in charge of the Deputy Inspectress and her subordinates, the Inspectress will have under her control all the Hindustani Girls' Schools in the State and other institutions pertaining to girls' education in the five districts named above. She will have in her direct charge about 60 schools and 5 offices, and exercise direct control over 430 schools in direct charge of four Assistant Inspectresses, apart from the institutions in charge of the Deputy Inspectress and her subordinate.

(b) The Deputy Inspectress will have in her direct charge,—

(i) All Kannada Middle and Incomplete Middle Schools in the Mysore, Tumkur, and Hassan Districts;

(ii) All Kannada Primary Schools in localities that have Middle and Incomplete Middle Schools therein except, the Mysore City; and

(iii) All Kannada Primary Schools in the Tumkur District.

She will exercise general control over all Kannada Primary Schools in the Mysore and Hassan Districts which will be in charge of one Assistant Inspectress. She may also be required to inspect Hindustani Girls' Schools

in localities which she visits and send up visit notes to the Inspectress. The number of institutions in her direct charge will be about 110 schools and one office and she will also exercise control over 153 primary schools which will be in charge of one Assistant Inspectress.

(c) Assistant Inspectresses :—

i. The Assistant Inspectress, Bangalore, will be in charge of the Kannada Primary Schools—about 127—excluding those in charge of the Inspectress, in the Bangalore and Kolar Districts.

(ii) The Assistant Inspectress, Shimoga, will be in charge of the Kannada Primary Schools—about 120—excluding those in charge of the Inspectress in Shimoga, Chitaldrug and Kadur Districts.

(iii) and (iv) The ranges of Assistant Inspectresses for Urdu Girls' Schools are left unaltered. These four Assistant Inspectresses will be directly subordinate to the Inspectress.

(v) The Assistant Inspectress, Mysore, will be in charge of Kannada Primary Schools—about 153—excluding those in charge of the Deputy Inspectress, in the Mysore and Hassan Districts and she will be directly subordinate to the Deputy Inspectress.

G. O. No. 5974-5—Edn. 10-22-288, dated 21st May 1924.

### Education Cess in the Shimoga District.

#### PROPOSALS FOR ITS UTILISATION.

The income from the Education Cess in the Shimoga District is estimated at Rs. 50,000 during the current year and Rs. 66,000 from next year onwards. The proposals of the Inspector-General of Education as agreed to by the District Board of Shimoga involve an expenditure of Rs. 51,785 per annum recurring and Rs. 36,150



non-recurring and provide for the following items of improvement of educational facilities in the district :—

No.	Item	Extra cost	
		Recurring per annum	Non-recur- ring
		Rs.	Rs.
I.	1. Development of Incomplete Middle Schools into Middle Schools—Kannada Boys' Schools, (8).	9,674	1,600
	2. Development of Incomplete Middle Schools into Middle Schools—Hindustani Boys' Schools, (1).	1,588	200
II.	Development of Primary Schools into Incomplete Middle Schools—Kannada Boys' Schools, (11).	5,050	1,100
III.	1. Improving the staff of existing schools Kannada Boys' Schools, (11).	2,487	...
	2. Improving the staff of existing schools—Hindustani Boys' Schools, (1).	44	...
	3. Do Hindustani Girls' Schools, (4).	296	...
IV.	1. Opening of fresh schools—Kannada Boys' Schools, (23).	4,812	3,500
	2. Do Hindustani Boys' Schools, (18).	4,122	2,750
	3. Do Kannada Girls' Schools, (3) ...	1,110	600
	4. Do Hindustani Girls' Schools, (4).	1,880	800
V.	1. Conversion of Grant-in-aid Primary Schools into Government institutions—Kannada Boys' Schools, (76).	8,985	12,100
	2. Do for depressed classes, (21) ...	2,727	3,150
	3. Do Hindustani Boys' Schools, (9)	1,542	1,450
	4. Do Kannada Girls' do (10).	1,956	2,000
	5. Do Hindustani Girls' do (5).	1,422	1,000
VI.	Opening Practical Instruction classes, 6 centres ...	3,780	5,900
VII.	1. Local allowance at the rate of Rs. 2 per teacher to the 11 teachers now employed in the Schools in Bhadravati.	264	...
	2. Do to 4 additional teachers in the Bhadravati included in these proposals.	96	...
Total ...		51,785	36,150

The non-recurring expenditure of Rs. 36,150 and the recurring portion of expenditure on account of reforms under items III, IV, V and VII amounting to Rs. 7,923 for the remaining part of the current year are proposed to be met from the current year's cess income, the other items of recurring expenditure being postponed till the commencement of the next school year.

Government are pleased to sanction the foregoing proposals for the utilisation of the cess in the Shimoga District with the observation that all items of recurring expenditure should take effect from the next academical year. The above sanctions absorb Rs. 51,785 for recurring expenditure out of an estimated income of Rs. 66,000 per annum, leaving a balance of Rs. 14,215. The proposals for the utilisation of this amount as also the balance of the current year's collections will be awaited.

**The Mysore S. S. L. C. Scheme.****REVISED ORDERS.**

Consequent on the introduction of many important changes in the general scheme of education under the orders on the Education Memorandum, the Government considered that the entire curriculum of the S. S. L. C. course required examination by an expert Committee and accordingly directed the Inspector-General of Education, in paragraph 23 of the said order, to submit proposals on the subject in consultation with the University. A Committee consisting of 22 members with the Inspector-General of Education as Chairman was appointed by Government on the 17th July 1922. The Mysore University was specially represented on the Committee by four members consisting of the Lady Superintendent of the Maharani's College and three Professors of Mathematics, Science and English respectively. Several of the other members were also Fellows of the Mysore University. The Committee's report dated the 14th July 1923 was received by Government on the 18th idem. At a meeting of the Legislative Council on the 29th June 1923 in reply to an interpellation by Mr. M. Ramachandra Rao, B.A., B.L., as to whether the report of the Committee would be published before orders were passed thereon, the Government had stated that the question would be considered after the receipt of the report. The report was accordingly published in the *Mysore Gazette* on the 23rd August 1923 and time up to the 25th September 1923 was given to persons interested in the subject to give their opinions. Subsequently the time was extended up to the 31st October 1923. In the meantime, the opinions of the S. S. L. C. Board and the University Council were also called for. The report received due attention from all the newspapers within the State. Public meetings were held in Tumkur and Bangalore and suggestions were received from a number of individuals including certain educationists. The majority of the members of the S. S. L. C. Board have approved in full of the recommendations, while a few have agreed subject to dissent on certain points. At the request of the Senate of the Mysore University, the proposals of the Committee were also referred to that body for opinion with a view to the co-ordination of the S. S. L. C. and the University courses,



and their resolutions passed at a special meeting held on the 4th and 5th January 1924 have also been received by Government. The Government have carefully considered the suggestions and criticisms and will now proceed to pass orders on the various matters dealt with by the Special Committee.

2. The Committee's resolutions are nineteen in number and relate to the following matters:—

Specialization, subjects of study, inclusion of a Technical or Industrial subject as a compulsory course, physical culture, syllabuses, medium of instruction, hours of work and allotment of periods to subjects, evaluation of class work, the compartmental system, age limit, S. S. L. C. Form, promotion from class to class and selection of candidates for Public Examinations, private candidature and tests, oral or written.

3. The most important of the recommendations of the Special Committee relate to the abolition of the system of specialization in the High School course and the introduction of Technical or Industrial courses in the scheme of the High School course and the resolutions of the Committee in regard to these are as follows:—

*Resolution No. 1.*—"That there be no specialisation in the High School course and that during the three years of the High School course, all pupils should uniformly study the same general subjects of the standard to be prescribed in each by the syllabuses."

*Resolution No. 2.*—"That the study of a Technical or Industrial subject be also made obligatory on all the candidates in the High School course, but that this subject be not required to be brought up for the Public Examination, although attendance in respect of it should be compulsory and should count for term similar to attendance in respect of the other subjects, and that a list of industrial and technical subjects be drawn up for boys and girls separately and pupils permitted to take up any one of them according to their choice."

*Resolution No. 3.*—"That the following be the subjects of study in the High School course.—1. English, 2. Second Language, 3. Mathematics (Arithmetic, Algebra and Geometry), 4. Elementary Science (Physics, Chemistry and Physiology), 5. History, (Indian and English) and 6. Geography—to be Examination subjects.

That in addition to the above, pupils should be required to take either a technical or industrial subject

which will, however, not be an examination subject. The technical or industrial subjects recommended are one of the following:—

*Technical A.*—(a) Drawing (Freehand and Model or Geometrical and Machine) (b) Music, (c) Printing, (d) Shorthand and Typewriting, (e) Book-keeping and Commercial Accounts, (f) Precise-Writing and Business correspondence (g) Pedagogies.

Or

*Industrial B.*—(a) Electrical Wiring and Fitting (b) Carpentry and Cabinet-making, (c) Printing and Book-binding (d) Smithy, (e) Mechanical Shop and Fitters' Work (f) Pattern making and Foundry work (g) Weaving (h) Agriculture,

Special subjects for Girls one of the following.—

C. (a) Needle work, Embroidery and Dress making (b) Music (Theory and Practice of Indian Music) (c) Domestic Science.

There is a fairly strong body of opinion against the recommendation for introducing technical or vocational subjects into the High School course. Some have expressed the opinion that the S. S. L. C. course is already heavy enough and any further addition of subjects is undesirable as it would impair the physical and mental energies of the students, while others have pointed out that a subject which is not to be brought up at an examination would be neglected, especially in view of the small number of hours proposed to be allotted to it. A few others maintain that Industrial or Technical training should not form part of the High School course and that special courses should be provided for in special schools.

The other important point arising out of the above resolutions is the stage at which specialisation should begin. Under the existing rules, the final public examination for the S. S. L. C. comprises certain compulsory subjects (English, Elementary Mathematics, Elementary Science, Second Language and History of India and Geography) and also certain optional subjects, and these latter subjects have to be studied in the 5th and 6th Forms so that the student has to decide when he enters the 5th Form whether he will take Physics and Chemistry and Algebra and Geometry or Physics and Chemistry and Agriculture or Physics and Chemistry and Natural Science or History and Economics or Commerce or



History with a classical language and so on. There is a general feeling of dissatisfaction with the present system under which a student has to decide in the 5th Form when he is probably about 14 years old what course of study he will pursue for the future. The Committee state in their report that most pupils select their optionals at random not being able to decide which to take, and discover their mistake too late with the consequence that their progress in those subjects is very poor and they are unable to change their course of study later on.

The Senate of the Mysore University are of opinion that the S. S. L. C. course should provide for those who are obliged to discontinue their studies at the age of 15 or 16 for callings in life or for a term of apprenticeship in business or trade as well as those who have the means and capacity to pursue a further course of study in what may be termed the Intermediate stage of University Education. They have accordingly recommended that in addition to (i) English, (ii) Second Language, (iii) Elementary Mathematics, (iv) History of England and India, (v) Geography and (vi) an Elementary Introduction to Science, Physical as well as Natural (with demonstration in Laboratory and a simple Nature Study to be studied equally by all the candidates) either (a) a classical language or (b) an additional course in Mathematics or (c) one of the following vocational subjects should be taken as a compulsory subject of study and Examination for the S. S. L. C.

“(i) Book-keeping and Commercial Accounts (ii) Business Correspondence, Simple Precise and Typewriting (iii) Shorthand and Typewriting (iv) Mensuration and Survey with draughtsmanship (v) Printing and Book-binding (vi) Electrical Wiring and Fitting (vii) Smithy (viii) Mechanical Shop and Fitters Work (ix) Weaving (x) Agriculture with practical Field and Farm work (xi) Prints and Engravings (xii) Needle work, Embroidery and Dress making (xiii) Domestic Science (xiv) Music (xv) Pharmacy (xvi) Drawing.”

The Senate do not propose to make it obligatory for all students to take up a vocational subject, but recommends that when a vocational subject is chosen it should be an examination subject. The recommendation of the Senate is in consonance with the policy indicated in the orders on the Education Memorandum, which provide for optional technical courses in the High Schools.

Government consider that on the whole the proposal of the Senate is more suitable and accordingly accept the same in preference to the recommendation of the Special Committee.

4. Resolution No. 4 makes it obligatory on all the pupils to attend drill or to take part in some organised games or Scouting and thus recognises the importance of physical education in the scheme of general education. This is approved.

5. Resolution 7 (a) deals with the question of the medium of instruction. The Committee have concurred in the view of Government expressed in the Memorandum orders and have proposed that under the present circumstances English should continue to be the medium of instruction in the High School classes. A number of opinions lean to the view that the Vernacular should be the medium in all non-language subjects. The University Senate have resolved that as far as possible the students' vernaculars should be used in general throughout the High School course as supplementary media of oral instruction except for the teaching of English and the teaching of Mathematics, which during the last three years of the course should be conducted in English. Government approve of the proposal of the Committee subject to the modification suggested by the Senate.

As regards the further proposal of the Senate that at the S. S. L. C. examination candidates should be permitted to answer either in Kannada or in English, at their option, except in the subjects of English, and of Mathematics for which English should be compulsory, Government observe that such a course would no doubt be conducive to the development of the Vernacular by improving the students' facility of expression in their own languages. Government, however, consider that so long as English is the main medium of instruction, it is not convenient or desirable to have the papers answered in the Vernacular and they consider that option can be given only when English ceases to be the medium of instruction.

6. Government approve of Resolution 7 (b) that in future the translation to and from a classical language should be from and to the pupil's Vernacular with the modification that in cases where the mother-tongue of the student is not Kannada, Telugu, Tamil or Hindustani, English may be permitted to be used as the medium for translation.



7. Resolution No. 8—which deals with hours of work and allotment of periods to subjects, is approved subject to such modifications as may be necessary in the light of the above orders regarding the subjects of study.

8. Resolution No. 9 of the Committee relates to the evaluation of class work and its relation to the performance of the candidates at the Public Examination. The proposal of the Committee is to consider class work only in the case of students on the border line between success and failure. The University Council is of the opinion that evaluation of class work should be made for all students, while a few others are for restricting it only to those that fail. The improved formula of moderation suggested by the Committee though complex, has been devised so as to reduce to a minimum the defect attaching to such formulae of giving scope for the manipulation of class averages. Government accept the proposals of the Committee.

9. The rules proposed by the Committee regarding minimum for a full pass, the basis for deciding eligibility for merit scholarships, etc. (Resolution 9(b), (c), (d), (e) and (f) are also approved. The successful candidates will be arranged in two classes, those that obtain more than 60 per cent of the total number of marks being placed in the first class and arranged according to merit and the rest in the second class arranged in alphabetical order.

10. The next important point dealt with by the Committee is about the Compartmental system and the minimum number of marks to be obtained for a pass (Resolution 10). The proposal of the Committee is to continue the Compartmental system which enables the pupils who have passed in one group and failed in another to take up only the latter in a subsequent year. Some are of opinion that the Compartmental system is one of the worst features of the S. S. L. C. scheme and that it should be abolished in the interests of the students themselves, of school discipline and of education generally. According to them the system has had a most deleterious moral effect on the students in that it has tended to encourage habits of slackness and carelessness owing to the fact that many group students have not had enough to do to occupy their time and have therefore wandered aimlessly about and been in danger of forming bad habits, while so far as the subjects in which they have already

passed are concerned they are probably worse off at the end of the year than they were at the beginning and that from the point of view of school discipline it is bad to have boys coming to some classes and absenting themselves from others--which tends to spread irregularity in the whole school. Both the University Council and the Senate are however for retaining the Compartmental system. Government recognise the force of the objections to the Compartmental system in the case of boys of High School age but consider that on the whole it is inexpedient to discontinue the system. The two Compartments will be as follows as suggested by the Senate :—

- (a) English, Second language, History of England and India and Geography.
- (b) Elementary Mathematics, Elementary Science and the additional subject.

11. Government also agree with the Senate that it is desirable to lay down different qualifying minima for leaving certificates and for admission to the University Entrance classes and that the minimum pass marks in English should be lower for the School Leaving Certificate with a vocational subject than for admission to the University courses. The Inspector-General of Education is requested to submit definite proposals in this behalf in consultation with the S. S. L. C. Board.

12. As regards the minima for a pass by groups (Resolution No. 10) the percentage of 40 proposed by the Committee is considered by some to be too low. The University Council recommend that it should be at least 50 per cent except in the case of those who take up a technical or industrial subject. Government accept the amendment proposed by the University Council and direct that the following minima be adopted :—

Group. For Students proceeding to the			College Course.			For others.		
A Group.	{		40 per cent in English.			40 per cent in English.		
	{		35 do in the others.			35 do in the others.		
	{		50 do on the whole.			40 do on the whole.		
B Group.	{		40 per cent in one of the subjects.			40 per cent in one of the subjects.		
	{		35 do in the others.			35 do in the others.		
	{		50 do on the whole.			40 do on the whole.		



13. As regards age limit (Resolution No. 11) the present rule is that the S. S. L. C. candidates should have completed their 15th year on or before the 30th June in the year of their examination. The Committee are of opinion that while the present limit should be retained as a general rule, provision should be made for a relaxation in special cases and have accordingly proposed that the Inspector-General of Education may be empowered to relax the rule in favour of such candidates and to grant exemption up to a period not exceeding one year in the case of boy candidates whose applications are supported by the Head Masters concerned and are at the same time accompanied by a medical certificate of physical fitness from a duly qualified medical practitioner. The University Council have also concurred in the above view. But the Senate of the University have recommended that there need be no age limit, having regard to the facts (1) that a considerable number of promising boys are kept back and waste many valuable months in going over, for a second or third time, work which they have already done, (2) that it appears from a statistical examination of University records, that boys below 15 or 14 who come up to the school leaving stage are distinctly higher in mental capacity than their fellows, (3) that usually it is earlier developments and not pressure that accounts for early Matriculation and (4) finally that for an indefinite period to come our school system cannot be expected to provide special courses, either for boys above normal or for defectives and consequently that the grave mischiefs attendant on forced retardation cannot be avoided. The Government consider that there is much force in the views expressed by the Senate and are pleased to approve of their recommendation.

14. Resolution No. 12 relates to the alteration of the S. S. L. C. form, the time of its despatch to the Secretary, Local Examinations Board, and the abolition of the S. S. L. C. book. These proposals are approved with the observation that the S. S. L. C. form may be further suitably revised so as to be in conformity with the subjects of study herein prescribed.

15. Resolution No. 13 is to the effect that the course in a technical or industrial subject may be optional in the case of second year students or those taking a supplementary course. As the technical or industrial subject will form an optional examination subject under the present orders, the proposal in this resolution is unnecessary.

16. Resolution 14 deals with the question of promotions from class to class and of selections for public examinations.

As regards the former the Committee's proposal is that as a rule, all pupils should be promoted who obtain not less than 30 per cent in English and 30 per cent on the whole, as calculated upon the marks obtained at both the class examinations and the marks assigned to note book work. The existing rule is that all who obtain 35 per cent in English and 40 per cent on the whole should be promoted. Some have suggested that the proposed percentages are too low and that they do not emphasise the necessity for a fair progress in all the subjects as 30 per cent might be easily secured by scoring good marks in some one subject in which the student is strong and that it is therefore necessary to insist on a minimum in each subject. The Government are in agreement with the above suggestion and consider that the minimum may be raised to 35 per cent in English and 30 per cent in each of the other subjects but that some latitude may be allowed to the Head Masters to show a concession in the case of failure in only one subject.

As regards sending up candidates for the S. S. L. C. examination, the proposal is that no pupil in the VI Form should be detained except for gross breach of discipline or persistent and wilful neglect of work. It is considered by some that it is undesirable that boys who are obviously unfit should be allowed to appear thus swelling the failure list and that though, as a general rule, all students in the VI Form should be presented for the public examination, the Head Master should be vested with some discretion to detain students either for gross breach of discipline or for very unsatisfactory progress in their studies. Government accept the proposal of the Committee and direct that all students in the VI Form should be presented for the examination except when either for gross breach of discipline or for very unsatisfactory progress in studies, the Head Master is of opinion that a student should be detained. In such cases, the Head Master should record in full the reasons for detaining the student.

17. Resolution No. 15 proposes a small change in the existing rules in regard to private candidature and is to the effect that the number of times a private candidate might appear for the S. S. L. C. Public Examination should not be limited, provided that before appearing as a



private candidate for the first time, he had already appeared for the examination, as a school pupil. This proposal is approved.

18. Resolution No. 16 relates to the discontinuance of class tests and to the number of examinations to be held in each form. This is approved.

19. The other resolutions of the Committee which are of minor importance are also approved, subject to such modifications as may be necessary in the light of the above orders.

20. The Inspector-General of Education is requested to submit for the approval of Government a set of detailed rules relating to the S. S. L. C. scheme in accordance with the foregoing orders. The revised rules may be brought into effect so as to apply to the S. S. L. C. public examination of 1926 and immediate steps should be taken to introduce the new courses in the next year's V Form.

*G. O. No. 6343-5—Edn. 61-23-23, dated 6th June 1924.*

### Sanskrit Education.

#### GOVERNMENT ORDER ON THE QUESTION OF THROWING OPEN THE SANSKRIT COLLEGES AT BANGALORE AND MYSORE TO ALL COMMUNITIES.

The question of the admission of students of all communities without distinction of caste or creed into the Sanskrit Colleges of Bangalore and Mysore which came up in the April Session of the Representative Assembly in 1918 was referred to the Board of Sanskrit Studies for opinion. The Board recommended that, in view of the traditions attaching to the Maharaja's Sanskrit College, Mysore, as the centre of orthodox learning and of the fact that it is the only institution in the State in which all Vedic and Shastric subjects are taught, a change in the existing system would not be of advantage either to the Non-Brahmin students desirous of admission or to Sanskrit learning in general, but that Non-Brahmin candidates might be admitted into the Bangalore Sanskrit College as an experimental measure on the condition suggested by the Committee of the College, *viz.*, that separate accommodation was made available for holding the Adhyayana and Prayoga classes. At this time the question of reducing the status of the Bangalore Sanskrit College to that

of a High School in view of the paucity of students in the College classes and of making further improvements in the Mysore Sanskrit College was referred to a Special Committee and the subject of the admission of Non-Brahmin students to Sanskrit Colleges was also referred to that Committee for opinion. The Special Committee has recommended that the College at Mysore may continue as the centre of ancient and orthodox Sanskrit learning as heretofore, open to Brahmins only, and that the Bangalore College may be thrown open to all classes of "Uttama" Hindus for study of all subjects except those coming under the category of Veda, Vedanta and Vedanga and that separate accommodation may be provided in the College for instruction in Vedic and allied subjects to Brahmins only.

2. In view of the importance of the subject and of its interest to several communities in the State the Government, in their notification dated the 29th May 1922, invited the opinion of the public on the recommendations of the Committee. Of the opinions received a majority is from members of the Veerasaiva community who have represented that students of that community have a special claim for admission to the Sanskrit colleges and to all branches of study as many eminent Sanskrit poets, scholars and writers on Philosophy and Religion have come from their community. They claim that the Vedas and the Upanishads form the basis of their religion. They have also proposed that Veerasaiva Pandits should be appointed as Adhyapakas in the Colleges. The Jain community has urged a similar claim and has represented that facilities should be afforded to all communities to learn the tenets of their religion and that therefore the courses of study in the Sanskrit Colleges may be divided into two groups, the Veda group open to the Dwijas and the other, viz., Sahitya, Vyakarana and Tarka to all high caste pupils, Jain Pandits being also appointed to teach the principles of Jainism and Jain Philosophy and the other Adhyapakas teaching the other subjects without distinction of caste. Members of other Non-Brahmin communities such as, Arya Kshatriyas and Arya Vaisyas are also unanimous that the Sanskrit Colleges should be thrown open to all communities in view of the cultural value of Sanskrit education and of the fact that the institution are maintained out of public funds. The Adi-Dravidas have represented that as they believe in Brahminical



teachings and in the Vedas they may also be admitted to these Colleges. On the other hand members of the Brahmin community have taken exception to the recommendation of the Committee to throw open the Bangalore College to Non-Brahmins on the ground that this institution was originally started by a few Brahmin Pandits and was subsequently taken over by Government and that the position of Government is that of a trustee. Several deputations of members of Non-Brahmin communities have placed their views on the subject before Government and the question was also discussed at length at the Representative Assembly at its Dasara Session in October 1922.

3. His Highness' Government have given the matter their most careful consideration. They attach the greatest importance to the study of the sacred classical language and literature of India and to the preservation of ancient Hindu culture. With this object they have from time to time adopted measures for the establishment of Sanskrit schools and colleges in the State. The Maharaja's Sanskrit College at Mysore has long been a centre of orthodox Sanskrit learning and they see no justification at present to alter the policy hitherto followed in regard to this institution. It will therefore be continued as such, and admission to this College will be restricted to Brahmins of the priestly persuasion.

4. At the same time Government consider it necessary to afford to all communities without distinction adequate facilities and opportunities for the acquisition of Sanskrit learning and culture embracing all branches of higher Sanskrit studies. They are accordingly pleased to direct that the scheme of studies in the Chamarajendra Sanskrit College, Bangalore, be suitably modified and the institution thrown open for the admission of all communities irrespective of caste or creed and transferred to the control of the Education Department. Government are satisfied that for some years to come at least all the demands for higher Sanskrit studies and culture will be adequately met by opening the Bangalore Sanskrit College to all communities and reorganising its courses of studies in a suitable manner, adapted to the purpose in view. As facilities exist in the schools all over the State for Sanskrit studies in the general curriculum of schools, Government do not consider it necessary to retain the Preparatory and Primary classes of the Chamarajendra Sanskrit College. These classes will accordingly be abolished. A Committee

composed of the following gentlemen is appointed to submit proposals for the revision of the Curricula and Courses of studies :—

- (1) The Inspector-General of Education in Mysore (*Chairman*).
- (2) Mr. M. Hiriyanna, Professor of Sanskrit, Maharaja's College, Mysore.
- (3) Dr. R. Shama Sastri, Curator, Oriental Library, Mysore.
- (4) The Principal, Bangalore Sanskrit College.
- (5) Mr. Sirsi Gurushantha Sastry, Asthan Vidwan of Mysore.
- (6) Mr. Dorbalajinadasa Sastri of Sravanabelagola.

The Inspector-General of Education is requested to submit an early report so as to reorganise the institution on the above lines with effect from the next academic year.

5. The other recommendations of the Special Committee regarding the improvement of the Sanskrit Colleges are reserved for separate consideration.

6. The thanks of the Government will be conveyed to the Members of the Special Committee for the exhaustive report submitted by them.

*G. O. No. 2-3-15—Edn. 81-20, dated 10th June 1924.*

### The Mysore University.

#### INSTITUTION OF A MEDICAL FACULTY.

The question of the institution of a Medical Faculty in the Mysore University has been under consideration for some time past. A proposal in this behalf was made by the Senate in 1920 but it was ordered to be deferred in view of other urgent items of expenditure. The subject was again considered by the Senate in May 1923 when it was resolved that, in order to meet the growing and urgent demands of graduates and undergraduates of the University for the study of Medicine and in view of the fact that it is very difficult for Mysore students to secure admission to the Medical Colleges in the neighbouring Presidencies, the Faculty of Medicine may be instituted in the Mysore



## University and a College of Medicine opened at Bangalore.

Dr. H. B. Mylvaganam, F.R.C.S. (England)  
 „ B. Mahomed Usmon, L.M.S.  
 „ S. Subba Rao, M.B., C.M., L.R.C.P. (London),  
 M.R.C.S. (England), D.P.H.  
 „ B. K. Narayana Rao, B.A., M.B., C.M., M.R.C.S.,  
 D.P.H., D.O.  
 „ S. Amrita Raj, L.R.C. P. & S. (Edn.), D.P.H.  
 „ Miss. J. Jhirad, M.D., B.S. (London)  
 „ M. Srinivasa Rao, M.D.  
 „ C. B. Rama Rao, M.D.  
 Mr. E. P. Metcalfe, B.Sc. (London)  
 The Registrar, Mysore University.

A Special Committee consisting of the marginally noted members was also appointed to work out details of the Scheme. The Committee has submitted

an exhaustive report dealing with the demand for Medical education in the State, the existing facilities for opening a Medical College in Bangalore, the probable cost, conditions of admission, courses of study, fees and the constitution of the Faculty.

The Committee point out that Mysore students are finding it increasingly difficult to obtain admission into any of the Medical Colleges in British India. No private Mysore students can enter the Medical Colleges of Madras, Bombay, Lahore, Calcutta and Allahabad. As a result of negotiations with Madras Government, five seats are reserved for Mysore students in the Madras Medical College on payment of a subsidy of Rs. 750 per student per annum or Rs. 3,750. The Carmichael Medical College at Calcutta claims from the Mysore Government a subsidy of Rs. 1,500 per student for the full course of five years and admits only two students under these conditions. As it is thus difficult for Mysore students, other than Government scholars, to secure admission into the Medical Colleges outside the State, the demand for the creation of adequate facilities for higher studies in medicine within the State itself has become very insistent. The Medical School at Bangalore trains students for the L. M. P. Diploma and the proposal of the Committee is to open a Medical College in connection with the School. The Committee observe that the Medical Institutions in Bangalore are staffed with officers who not only possess high European University qualifications but are also experienced teachers in the subjects they have specialised in, having been lecturers in the Medical School during the past seven years. The Committee have gone very carefully into the question of the Medical College and their report shows that in the initial stages the cost of the combined Medical College and School can be almost entirely met from the expenditure now incurred on the Medical School and on Medical Education in Institutions

outside the State. The only additional expenditure which the Committee contemplate at present is about Rs. 45,000, non-recurring spread over three years for equipping the Physiological, Pathological and other Laboratories.

The report of the Committee was presented to the Senate and adopted by that body at its meeting held on the 28th March 1924.

The Government, after careful consideration of the subject, approve of the proposals of the Senate and are pleased to accord sanction to the institution of the Faculty of Medicine in the Mysore University and the establishment of a Medical College at Bangalore in combination with the local Medical School with effect from the academic year commencing from July 1924. The Registrar of the Mysore University is requested to submit definite proposals for the constitution of the Faculty, and draft Ordinances regarding the courses of study, Scheme of Examinations, etc.

For the present the Medical Officer in charge of the Victoria Hospital who is the Principal of the Medical School will be the Principal of the Medical College. The services of all the other Officers of the Medical Department now working in the Medical School as Lecturers in the various subjects will be made available for part-time work in the Medical College and School. To ensure harmonious working, the Senior Surgeon is requested to consult the University authorities before any of the Medical Officers working in the College are transferred from Bangalore. The undermentioned Professors of the Central College are also permitted to do part-time work in the Medical College:—

- (1) Mr. F. L. Usher, B.Sc.
- (2) „ B. Venkatesa Char, M.A.
- (3) „ M. G. Srinivasa Rao, M.A.
- (4) Dr. M. A. Sampathkumaran, M.A.
- (5) Mr. C. R. Narayana Rao, M.A., L.T.

The Medical School will cease to exist as an independent institution. Separate orders will issue as regards the admission of L.M. P. students to the School Department, the award of scholarships to such students, the L. M. P. Examination and the grant of Diplomas to passed students. Pending the issue of such orders the School Department will continue to be administered by the Principal under the control of the Senior Surgeon. The



building, furniture and establishment will, however, be transferred immediately to the control of the University.

The Professors of the Central College and the officers of the Medical Department doing part-time work in the College and the School will be given allowances for such work in accordance with the scale of expenditure sanctioned for the same.

Out of provision made in the Medical Budget for the Medical School and for stipends and subsidies on account of students reading in the Medical Institutions outside the State, the following amounts will be transferred to the University :—

	Rs.
(i) The amount intended for payment to the Madras and Calcutta Medical Colleges on account of a fresh batch of students and included in the sum of Rs. 15,000 provided under "1 Superintendence—Contribution to Medical Colleges for training Mysore students ...	6,750
(ii) The balance of the allotment of Rs. 33,500 under "5 Medical School", after deducting the amount necessary for the grant of scholarships to L. M. P. students, Compounders, Midwives, etc. Honorarium to Examiners and Special charges (Rs. 18,828) which is retained for the present at the disposal of the Department ..	14,672
(iii) The portion of the provision of Rs. 17,000 made under "7 Scholarships in British India" which is intended for the grant of scholarships to a fresh batch of students during next year ..	3,140
Total ..	24,562

The expenditure on the combined Medical College and School during 1924-25 will be as indicated in the statement appended.\* The excess expenditure over and above the amounts transferred from the Medical Budget and the receipts under College and Examination fees will be met from the sum of Rs. 15,000 provided in the University Budget for next year.

The prospectus of the Medical College as approved by Government is printed as an annexure to this \* Order. The Registrar is requested to make all necessary arrangements for the opening of the College from July 1924.

G. O. No. 6292-5—Edn. 289-23-11, dated 21st June 1924.

## LOCAL SELF-GOVERNMENT.

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### Local Subjects.

RULES FOR THEIR CONSIDERATION IN THE CASE OF SUBJECTS WHICH ARE NOT WITHIN THE POWERS OF DISPOSAL OF DISTRICT BOARDS.

Under Sections 12 and 37 (i) and (j) of the Mysore Local Boards and Village Panchayets Regulation, the Government of His Highness the Maharaja issue the following rules for the consideration and submission of local subjects that are not within the powers of disposal of the District Boards and that are referred to them for opinion under Government Order No. L. 7265-327—L. B. 124-23-1, dated the 13th March 1924:—

- (1) The President of the District Board will fix a suitable date for the consideration of the local subjects forwarded to the District Board for opinion and he will invite the members of the Representative Assembly by whom the subjects were brought forward to be present at the meeting in order that they may assist the Board in coming to a decision.
- (2) The District Board may then record its opinion on all such subjects in the form of resolutions and the President will send copies of the resolutions to the Deputy Commissioner.
- (3) The Deputy Commissioner after consulting such of the local officers as he considers necessary, will submit the resolutions to Government with his own views within a period of two months of the date of receipt of the resolutions of the District Board by him.

*Notification No. L. 8873—L. B. 64-23-4, dated  
12th May 1924.*



## MISCELLANEOUS.

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### Members of the Mysore Legislature.

#### GRANT OF CERTAIN FACILITIES.

The following facilities have been granted to the members of the Representative Assembly and the Legislative Council during their tenure of office.

1. Sending communications "Service unpaid" duly franked by the sender if such communications are addressed to Government Officers, and their subject matter refers to affairs of Government, provided that they are both posted and delivered within the limits of the Mysore State.

2. Supply of (a) Copies of the Gazette and Administration Reports, with reviews.

(b) Proceedings of the Representative Assembly and Legislative Council.

(c) Copies of the Blue Book and Publicity Journal at half the usual rate.

*G. O. No. P. 6348-420—R. A. 40-23-1, dated  
29th May 1924.*

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*PART II.—Reviews of important reports, books and publications issued by the Government Departments (Mysore).*

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**The Mysore Income Tax Regulation, 1923.**

The Income-Tax Commissioner in Mysore has issued a pamphlet embodying the principal features of the above Regulation and indicating the changes made in the organisation of the department. The need for a handbook explaining in easy language the various provisions of the Regulation has suggested the preparation and publication of the pamphlet under notice.

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**Proceedings of the Mysore Legislative Council  
held on 4th April 1924.**

We have received a copy of the above proceedings printed in a handy and convenient form, as in the case of the debates of the provincial councils in British India. The inauguration of the Reforms has invested the question of the prompt issue of the proceedings of the reconstituted Representative Assembly and the Legislative Council in a full and accurate manner, with special importance, and the publication under review is a step in this direction.

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**Treatment of Malaria and Cholera.**

*Senior Surgeon's Circular.*

The following mixture containing Cinchona Febrifuge is highly recommended for the treatment of all forms of



*Malaria* and may be given a thorough trial in all the Medical Institutions of the State :—

*Re*

Pulv. Cinchona Febrifuge	...	grs. x
Pulv. Acidi Citrici	..	grs. xx
Mag. Sulphatis	..	drm. half
Ext. Glycyrrhizæ liquidæ	..	drm. one
Spiriti Chloroformi	...	m. x
Aquam ad	...	oz. 1

Ft. Mis.

One ounce is given three times a day,  $2\frac{1}{2}$  hours after food, for seven days. The dose is then reduced to one ounce twice daily,  $2\frac{1}{2}$  hours after food, for a further period of 24 days. For children dose should be proportionately reduced.

Ten grs. of Cinchona Febrifuge contain :—

Quinine	...	$\frac{3}{4}$ gr.
Cinchonidine	...	$\frac{1}{2}$ gr.
Quinidine	...	$2\frac{1}{4}$ grs.
Cinchonine	...	2 grs.

In algid, comatose, and cerebral Malaria, intravenous injection of Quinine Acid, Hydrochloride or Hydrobromide is efficacious and less dangerous. The dose is from  $7\frac{1}{2}$  to 10 grs., not more, freshly dissolved in from 15 to 20 c. c. of sterile saline. In critical cases two injections may be given during the first 24 hours. After that the Cinchona Febrifuge mixture may be continued for 31 days as recommended above. Intra-muscular injections of Quinine is condemned by all, as being inefficacious and dangerous in some cases, causing inflammation of the parts injected.

The following is a prescription for the treatment of *cholera* which has been found very useful in the recent epidemics :—

Spirits Aetheris	...	m. 30
Oils of—	<div> <div>{</div> <div>Cloves</div> <div>...</div> <div>...</div> <div>...</div> <div>}</div> </div>	Equal parts to m. 5
Acid Sulphuric Aromaticus	...	m. 15

Ft. solution.

Dose one drachm in half an oz. of water every half an hour until the vomiting and purging ceases.

For contacts one dose once or twice daily.

*PART III—Extracts.***INDUSTRIES.****Stores Purchase Rules.****GOVERNMENT OF INDIA RESOLUTION.**

In their Resolution No. 81-D., dated the 15th November 1919, the Government of India announced their intention to constitute a committee to deal with the proposal made by the Indian Industrial Commission for the creation of an Indian Stores Department. The terms of reference and personnel of this Committee were announced in Resolution No. B.-506-11, dated the 5th December 1919. The Committee were directed to enquire and report on the measures required to enable Government Departments to obtain their requirements as far as possible in India, what central and local agencies should be constituted for the purchase and inspection of such requirements and what modifications of the Stores Purchase Rules would be required to give effect to their recommendations. This Committee submitted its report to the Government of India on the 19th July 1920.

The Committee were unable to agree in regard to the modifications which should be made in the Stores Purchase Rules and certain alternative recommendations were offered. After careful consideration of these alternatives the Government of India arrived at certain provisional conclusions, which, together with a revised draft of the Stores Purchase Rules, were sent to the Provincial Governments for their consideration and advice. In the meantime the purchase of stores by Governors' Provinces had ceased, under the reformed constitution, to be a central subject. It was accordingly made clear that the revised rules under consideration were intended for application only to the Government of India and to Provinces other than Governors' Provinces. On receipt of the replies from the Local Governments the revision of the rules was further considered by a Committee of the Legislature (the



Railway Industries Committee) which had been appointed in pursuance of a Resolution adopted by the Legislative Assembly on the 2nd March 1922. The rules approved by this Committee were submitted to the Secretary of State for his approval.

The Secretary of State in Council has now approved the rules \* appended to this Resolution, which will henceforth regulate the purchase of stores by all Departments and officers of the Central Government and of the Local Governments and Administrations other than those of the Governors' Provinces. The main features of the new rules consist in the assertion of a more definite preference for stores produced and manufactured, wholly or partly, in India, an important extension of the power to purchase imported stores and the introduction of a central purchasing agency in India, namely, the Indian Stores Department. This Department, as announced on the 10th December 1921, was created on a temporary basis with effect from the 1st January 1922, on which date the Chief Controller of Stores assumed charge of his duties and proceeded to formulate a detailed scheme of organisation. This scheme, after consideration by the Government of India, was submitted to the Secretary of State who has now sanctioned the constitution of the Indian Stores Department on a permanent basis.

4. The revision of the Stores Purchase Rules and the establishment of the Indian Stores Department are the direct outcome of a policy which aims at the encouragement of the industries of the country without sacrificing economy, and the Government of India take this opportunity of impressing upon all Departments and officers purchasing stores the importance which they attach, not only to a strict adherence to the letter of the rules, but also to a loyal observance of the policy underlying them, as stated in the preamble to the rules. The observance of this policy, coupled with utilisation to the fullest possible extent of the services of the Indian Stores Department, will, it is confidently anticipated, promote both the objects which the Government of India have in view, namely, encouragement of manufacture in India and economy in the purchase of Government stores.

## FINANCE.

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### Taxation in India.

#### APPOINTMENT OF A COMMITTEE OF INQUIRY.

##### *Resolution of the Government of India.*

The question of instituting a scientific enquiry into the system of Indian taxation has recently attracted considerable attention in this country and has been discussed on more than one occasion in the Indian Legislature. The Government of India are now in a position to announce that arrangements have been completed for such an enquiry.

2 The motive for the appointment of the Committee is not any need for meeting additional expenditure or any intention to increase the total amount raised by taxation in India. The necessity for the enquiry arises largely from the effect produced by the war on the general level of prices and of expenditure and consequently on the incidence of taxation in its existing forms. The problems arising therefrom are common to many countries, but in India the changes which have been made since the war in the relations between the central and the provincial Governments, and the development of self-government furnish special reasons for a study of the subject of taxation in general and for the examination of alternative sources from which to raise the money to meet the expenditure which has necessarily to be incurred by the various taxing authorities at the present time. The increasing pressure for a more drastic regulation of the liquor traffic in particular makes the study of alternative sources of taxation imperative while the modifications in the existing system of taxation which may be expected to result from action taken on the recommendations of the Indian Fiscal Commission and the Tariff Board, will disturb the distribution and affect the real burden of taxation borne by the people of India.

3. The intention of the Government of India to institute this enquiry was announced in the Council of



State on the 4th February 1924, when the proposal was discussed in some detail. Reasons were then given for the opinion of the Government of India that the terms of reference should be comprehensive and that the enquiry should be conducted by a small committee, equally representative of European and Indian experience and including an officer with wide knowledge of Indian administration, an Indian representative of acknowledged authority in economic questions and an expert on taxation from abroad.

4. Sir Charles Todhunter, K.C.S.I., I.C.S., till recently Finance Member of the Executive Council of the Governor of Madras, has agreed to act as Chairman of the Committee. The Government of India have also been able to secure the services of Sir Percy Thompson, K.B.E., Deputy Chairman of the Board of Inland Revenue in England. The following gentlemen have also consented to serve on the Committee:—

Sir Bijay Chand Mahatab, G.C.I.E., K.C.S.I., I.O.M.,  
Maharajadhiraja Bahadur of Burdwan; and

Dr. R. P. Paranjpye, Professor, Fergusson College,  
Poona.

Mr. W. B. Brett, I.C.S., will act as Secretary.

5. The following are the terms of reference to the Committee:—

- (1) To examine the manner in which the burden of taxation is distributed at present between the different classes of the population.
- (2) To consider whether the whole scheme of taxation—Central, Provisional and Local—is equitable and in accordance with economic principles and, if not, in what respects it is defective.
- (3) To report on the suitability of alternative sources of taxation.
- (4) To advise as to the machinery required for the imposition, assessment and collection of taxes, old and new.
- (5) To prepare rough estimates of the financial effects of the proposals.
- (6) To include in the enquiry consideration of the land revenue only so far as is necessary for a comprehensive survey of existing conditions.

The terms of reference have been formally accepted by all the Provincial Governments without prejudice to their claims in regard to the distribution of the total revenues.

6. It will be observed that the Committee will have no concern with expenditure nor will it be part of their function to examine the adequacy of the resources of different governing bodies. Their concern will be primarily with the burden imposed on classes of the population without regard to territorial limits. The estimates they will frame will be designed to illustrate methods of easing the burden where it is too heavy and of increasing it where it is too light. They will indicate the theoretically correct distribution of taxes between Imperial, Provincial and Local and the most efficient machinery for collection, whether it follows the same lines of division or not. It will thus be no part of the duties of the Committee to consider the equity of the Meston award.

Similarly as regards land revenue, the Committee will not be required to make suggestions regarding systems of settlement. But it will be within the scope of the enquiry to study the incidence of the land revenue (including water rates) and to point out any defects from the point of view of the canons of taxation or any difficulties in readjustment of the burden of taxation.

7. It will be within the terms of reference to the Committee to institute such an enquiry into the economic condition of the people as the Committee may consider necessary for its purpose and to report on the adequacy of the material already available making suggestions as to the best manner in which it may be supplemented and the most suitable agency for a wider economic enquiry.

A resolution on the subject of a wider enquiry into the economic condition of the people of India was in fact moved by the Hon'ble Mr. Phiroze C. Sethan in the Council of State on the 4th February 1924, and adopted in the following form:—

“That this Council recommends to the Governor General in Council that the Local Governments may be consulted with regard to the desirability of undertaking an enquiry into the general economic conditions of British India and whether they are prepared to support the proposal to appoint a Committee and to co-operate in its labours if appointed.”



The Government of India consider that the present enquiry is likely to provide material of much value for any enquiry which may subsequently be made into the wider aspect of the Indian economic position.

8. The Government of India have discussed the preliminaries with the Chairman who has now left India on leave. With the object of getting as full information as possible of the systems of taxation in European countries, he is, with the concurrence of the Government of India, visiting Geneva to study European and other taxation systems with the assistance of the Secretariat of the League of Nations. It is proposed that the Committee should assemble in India about the last week of October and in the meantime preliminary statistical material is being collected with the assistance of the Provincial Governments for the use of the Committee.

9. The Government of India hope that the enquiry may be completed within a year. The Committee will report to the Government of India who in consultation with the Provincial Governments will consider the further action necessary. Opportunity will then be taken to have a full consultation with the representatives of public opinion and the Legislature before any action is taken.

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## PUBLIC HEALTH.

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### Establishment of a Public Health Organisation.

#### GOVERNMENT ORDER.

(Bihar and Orissa.)

At the conference of representatives of district boards and municipalities held in December, 1921, a committee was appointed to frame a scheme for a public health organization in the province. The committee included the Director of Public Health, the Chairmen of the Purnea, Gaya and Bhagalpur District Boards, the Chairman of the Ranchi municipality and other gentlemen, all of whom have considerable experience of district board and municipal administration, and were thus fully competent to advise on this important question. The report has been circulated to district boards and municipalities for their opinion, and on the whole, the scheme has been well received. but some criticisms and suggestions have been made, which have been carefully considered by the local Government, who are now in a position to formulate their opinion on some of the important points raised.

2. Previously the local Government, with the co-operation and assistance of the Gaya District Board, had initiated in a limited area in that district, an experiment known as the intensive rural sanitation scheme. That organization which is similar to that proposed by the committee, has now been working for over two years. The experience, thus gained, is of value in forming an opinion on the recommendations of the committee, though it is too early to say definitely, what effect it has had on the health of the area.

3. The most important proposal of the committee is that "in rural areas the medical and sanitary staff employed by district boards should be united into one general public health organization." They further propose that the combined staff should be widespread over each district, and should consist not merely of medical officers of health, but also of subordinates and menials who would do the



actual work in the village. In giving details of this proposal, the committee recommend that dispensaries should be established at the centre of a circle of an area of approximately 100 square miles, and that the doctor in charge of the dispensary should also be in charge of and responsible for, public health in this circle. They have also enumerated the duties of the doctor.

4. Considerable criticism has been directed against this combination of medical and sanitary duties which, it is represented, will result in both duties being badly done. The opinion of the Commissioner of the Tirhut Division, which is based on the opinions given by three out of the four district boards in that division, concisely expresses that point of view, and is as follows:—

“No one with practical experience of the working of rural dispensaries would suggest for a moment that sanitary work over a large area and charge of vaccination and the duty of organizing measures on the outbreak of an epidemic should be entrusted to the officer in charge of them. The proposal to appoint an expensive subordinate staff is open to the objection, that it will be difficult to assign definite duties to them, or to keep them fully employed, that it will be easy for them to neglect their duties, and that effective supervision will be impossible. It would, in my opinion, be a serious public misfortune if Government were to spend a large sum of money in giving effect to the proposal put forward by the committee.”

The Bhagalpur District Board also shares this view, and is supported by the Commissioner of the division; it has put forward an alternative scheme, to which reference is made below. The Cuttack District Board has also framed an alternative scheme, which involves the employment of separate sanitary and medical staffs. With these exceptions the boards are generally in favour of the proposal.

5. The criticisms on this head merit special consideration, as being put forward by persons with wide experience of district boards and the proposals of the committee and the opinions, which have been received thereon, have been very fully considered by Government in the Ministry of Local Self-Government, in consultation with the Inspector-General of Civil Hospitals and the Director of Public Health. The most important feature of the committee's proposals lies in the recommendation that the doctor in charge of a dispensary should be

responsible for taking immediate steps on the outbreak of an epidemic. It is an undoubted defect of the present system that information of an outbreak of plague or cholera only reaches the Civil Surgeon or the district board by circuitous routes and after passing through various officers: a sanitary inspector or other officer, often with no medical qualifications is then sent out, if one is available, but there is inevitably considerable delay, and a delay of a day or even of a few hours greatly enhances the difficulty of stopping the spread of the disease. To impose on the doctor in charge of the dispensary the duty of proceeding at once to a village on the outbreak of an epidemic can hardly be held to interfere seriously with his work at the dispensary, and even if it does, the stopping of an epidemic is more beneficial to the community than the treatment of a few out-patients.

6. Though recognizing that the proposed combination of medical and public health work has been put forward in the interests of economy, Government are doubtful whether it is desirable to require the local dispensary doctor, not merely to pay occasional visits to the villages in his circle, when an epidemic breaks out, but also to pay regular visits and during these visits to treat patients to take steps to improve the sanitary condition of the village by disinfecting and cleansing wells, by getting nuisances removed, etc., and also to educate the people by delivering lectures and in other ways. This system has been adopted in Gaya, but the original intensive sanitation scheme has been rather lost sight of, and an "extension of medical relief" scheme has taken its place. This plan undoubtedly throws a heavy volume of work on the doctor; it also requires him to do work for which he has no special qualification or training, even though the public health work which he is called upon to undertake in an Indian village must at present be of an elementary type. For these reasons Government consider that the committee have gone too far in combining medical and public health work, and that their proposals require modification on the lines indicated below.

7. Government agree that the local dispensary doctor should be responsible for taking the first steps in connection with an epidemic. For this purpose he should be allotted a definite circle of villages round the dispensary. The size of the circle will depend on local conditions and must be decided in each case by the district board



sanitation committee, to which reference is made below. A circle, somewhat larger than that proposed by the committee, of 100 square miles, would be suitable in many areas; in some cases the area may be conterminous with that of the jurisdiction of the police-station. On receiving information of an epidemic (the most suitable means of securing prompt information is discussed further below), the doctor should proceed at once to the village, treat patients and take such preventive measures, as may be necessary. He should at the same time report the outbreak to the Civil Surgeon and the district board, and remain in touch with the affected area till the epidemic has subsided, or till relieved by the public health staff, to which reference is made in the next paragraph. In cases of urgent necessity he should temporarily close his dispensary so as to remain on the spot.

8. The public health staff of the district should be much on the lines proposed by the district board of Bhagalpur. There should be a health officer with the qualifications of an assistant surgeon, whose appointment is now compulsory under the provisions of the Local Self-Government Act, and he should be required to obtain a diploma in public health within a reasonable time, if he has not already done so. If the funds of the district board permit there should be an assistant health officer with the qualifications of a sub-assistant surgeon in each sub-division, including the *sadr* sub-division. There should also be a staff of health inspectors, who may suitably be persons trained, as compounders, and who have also received some training in preventive measures. These should be employed for each *thana* or other suitable unit with a reserve under the health officer at headquarters. This staff would be employed chiefly on epidemic duty, but at times when there were no epidemics they might suitably be employed in carrying out improvements in the sanitary condition of villages, disinfecting and cleaning wells, etc., and specially in public health propaganda work by means of lectures, demonstrations and the distribution of leaflets. Such are the broad outlines of the organization suggested, but details must be worked out by district boards with reference to local conditions: the important object to be secured being to see that the work of the public health staff is under sufficient control, and that they carry out the duties assigned to them and also that they are promptly available to relieve or co-operate with the local

dispensary doctor when an epidemic occurs. The following skeleton organization, on the lines of those working in certain selected districts of the United Provinces, is suggested, as indicating the minimum required together with the probable initial cost:—

	Annual cost.
	Rs.
* One health officer on Rs. 300— <sup>2</sup> / <sub>5</sub> —500	... 3,600
Four health inspectors on Rs. 40—2—60	... 1,920
Twelve sanitary gangs at Rs. 47 per month (each gang consisting of one mate Rs. 15, one disinfectant Rs. 12 and two sweepers Rs. 10 each)...	6,768
Notifications, rewards, postage, etc., lumpsum	... 2,000
Travelling allowance, lumpsum	... 2,400
Disinfectants and drugs, lumpsum	.. 1,200
Contingencies	... 500
Office establishment (one clerk on Rs. 40 six peons on Rs. 12 each).	... 1,345
Total	... 19,732

It will be noticed that no provision is made in this skeleton organization for assistant health officers, but these, if appointed, would be of the same rank and hold the same qualifications as sub-assistant surgeons. Further only 12 sanitary gangs are provided, but district boards, according to their means, could work up to a provision of one or more gangs for each police-station.

9. To ensure the prompt reporting of outbreaks of epidemics to the local dispensary doctor and the public health staff, the system adopted by the Jharia Mines Board of Health, of paying rewards to chaukidars is commended for the acceptance of district boards. Details of this scheme were furnished to district boards by the Director of Public Health with his letter No. 5214, dated the 6th April 1923. Each chaukidar is furnished with a series of coloured cards in triplicate, one being stamped and addressed to the health officer or health inspector according as the district board may direct; these cards will be red signifying cholera, yellow small-box and blue plague, with the names of the village and of the chaukidar written on the reverse. On the occurrence of an outbreak the chaukidar should promptly take the cards

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\* This is based on the pay of an Assistant Surgeon Rs. 200—<sup>2</sup>/<sub>5</sub>—400 plus an allowance of Rs. 100 per mensem for loss of private practice which must not be allowed.



and deliver one to the local dispensary doctor, one to the local thana officer and post the third to the addressee: the thana officer will at once report as usual to the authorities at headquarters. If the report be found to be correct and to have been promptly made, the chaukidar will receive a reward of four annas, the card being endorsed by the health officer and used as vouchers for the payment of the amount earned. The local dispensary doctor or health inspector, on receipt of information of an outbreak and also after visiting the village or villages in which an outbreak has occurred will submit a report to the health officer, who will take necessary action and will also report the outbreak to the Civil Surgeon. It is also the duty of the local dispensary doctor to bring to the notice of the health staff insanitary conditions existing in any village, or villages which may come to his notice in the course of his ordinary duties.

10. One valid criticism, that has been made of the scheme is that it omits all mention of the Civil Surgeon. This is no doubt an oversight on the part of the committee. Though the district board is responsible for public health measures in the district, and though the employment of a district health officer will undoubtedly be necessary to organize and supervise the work, the Civil Surgeon will have important duties to perform, though his position will be somewhat different from what it was in the past, now that district boards are being given greater independence and freedom from internal control. He will still inspect the work of the dispensary doctors and will advise the board on technical and other matters, and report to Government any cases of default or mismanagement. In most cases, he will be a member of the district board, and in accordance with the provision of section 91 of the revised Local Self-Government [Amendment] Act he will be in all cases a member of the sanitation committee, of which he should be appointed to be Chairman. It will probably facilitate work, if the board give full powers to the committee and its Chairman to decide questions of detail and to control the subordinate staff. Government have no doubt that Civil Surgeons will render every assistance to the district boards and that the boards will be glad to have the benefit of their advice.

11. It is clear that with the development of a public health organization on these lines, it will be essential, at least in all the large districts, to employ a health officer,

and this fact has been recognized in the Local Self-Government Amendment Act which was passed by the Legislative Council last year. The health officer and public health staff will be appointed by the district board and the qualifications required of the superior staff, have been given in paragraph 8.

12. The committee has also emphasized the necessity for legislation. In this connection it may be noted that very wide powers have been given by the Village Administration Act to frame bye-laws ; and under Section 44, read with Section 44 (a), bye-laws can be framed to prevent public nuisances and to improve conservancy and sanitation. It is also now possible, in view of the extended definition of "sanitation" given in the Local Self-Government Amendment Act to frame similar bye-laws under that Act. It appears preferable in the first instance to regulate sanitation by means of bye-laws suited to local conditions. But the question of public health legislation is under the consideration of Government.

13. The committee have further recommended that a central reserve should be maintained by Government to assist the boards in time of emergency. Government have already taken steps towards the formation of this reserve by the employment at each district headquarters of a few vaccinators during the cholera season, and also by employing at the provincial headquarters a reserve of assistant surgeons, who are sent out to supplement the staff of district boards. These assistant surgeons have proved most useful during recent epidemics of plague and cholera and on flood relief work, and Government hope to be in a position to make this reserve permanent.

14. The estimate of cost framed by the committee is based on the principle of combination of medical and public health work, but, as will appear from the foregoing paragraphs, this principle of combination does not commend itself to Government except in cases of emergency, and as a temporary measure. The dispensary doctor will be responsible for medical relief work which will, as hitherto, be supervised by the Civil Surgeon, the public health staff will be responsible for sanitation, epidemic prevention, etc., under the health officer, and the ultimate control will vest in the district board sanitation committee. It must be clearly understood that the organization suggested in paragraph 8 is merely a skeleton organization, which can be increased according to the resources of each district board.



15. Government in the Ministry of Local Self-Government feel confident that an organization on these lines, capable of further development and expansion, will result in a marked improvement in the public health of the province, and that all money expended on this object will prove to be a profitable investment. They trust that all boards will do their utmost to build up this organization as effectively and as rapidly as possible.

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*PART IV.—Notes, correspondence and suggestions relating to matters of administration from Government Officers and the Public.*

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*Note.—The Editor assumes no responsibility for the correctness of the views or information contained in this part of the Journal.*

**The Separation Scheme : how it can be introduced straight a way into all the Districts and yet about 40,000 Rs. saved.**

(A NOTE BY MR. M. S. RAMACHENDRA RAO, B.A., B.L., ASSISTANT COMMISSIONER AND SPECIAL MAGISTRATE, CLOSEPET.)

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The Separation Scheme, I believe, may now be taken to be a “settled fact”. It has already been introduced into 5 districts; and its extension into the remaining 3 districts has, probably, been deferred, simply for want of funds. But funds can be found by—

(i) retrenching, revising and re-allocating the scale of officers and establishments sanctioned for the several Courts.

(ii) introducing the time-labour-material-money-saving methods herein described as a means to the above end;

(iii) abolishing the District Excise Officers and Judicial Clerks;

(iv) enlarging the jurisdiction of Executive Officers in view of the reduction of work entailed by the separation scheme;

(v) putting an officer on special duty to inspect the several Courts, and offices existing and proposed, collect data, and work out practical details in consultation with the local officers and the people.



2. The existing scale (revised) has been laid down in Government Order No. P. 1974-2038—Cts. 21-22-6, dated 5th October 1923 and G. O. No. J. 4550-4600—Cts. 21-22-6, dated 10th May 1918, as 29 Courts costing Rs. 14,900 as detailed below :—

Grade of Court	Pay of presiding Magistrate	Establishment		Cost P. M.	No. of Courts	Total cost P. M.
		Ministerial	Menial			
First ..	500-50-600 546 $\frac{2}{3}$	(55), (40), (30), (25) =150	(11), 3 (10) 4=1	737 $\frac{2}{3}$	8	5,901 $\frac{1}{3}$
Second ..	250-25-450 376 $\frac{2}{3}$	(45), (35), (25) =105	(11), 3 (10) 41	522 $\frac{2}{3}$	9	4,700
Third ..	150- $\frac{25}{3}$ -250-212 $\frac{2}{3}$	(45), (35) (25)=105	(11), 3 (10) 41	358 $\frac{2}{3}$	12	4,298 $\frac{2}{3}$
Total ..					29	1,4900

3. This scale, however, seems to be susceptible of further revision. In the wise dispensation of Nature only two “hands” are given to one “head”; and there is no reason why in the Official World also, we should not try to approximate to this proportion as far as possible. So far as the Courts are concerned the present scale is 4 hands for a first class, and 3 hands for a second class Court. But there is little or no difference in the work of the ministerial establishment between a first grade and second grade or a First Class and Second Class Magistrate’s Court. The chances, probably, are that the file in a *purely* First Class Court would be lighter than that in a *purely* Second Class Court. It is therefore a point for consideration why the scales should not be made uniform for all the grades of Courts as regards *strength*, viz., 3 hands, a distinction being maintained as regards *rates* of pay by fixing them at 45, 35, 25 for 1st grade; 40, 30, 25 for 2nd grade and 35, 30, 25 for 3rd grade Courts. The rates of pay have been kept somewhat low in view of the chances they have of earning extra allowances in the shape of copying fees under proposal (b) (*vide* para 5 *infra*).

The menial establishment which now consists of 1 Daffedar on Rs. 11 and 3 peons on Rs. 10 per mensem may be augmented by one more peon on Rs. 10, since the present establishment is quite inadequate, and if the proposal regarding Circuit Courts is approved, the Magistrates will, hereafter, be itinerating officers.

4. It may be wondered whether it will be possible to cope with the work with only 3 hands. What follows will furnish an answer. Work now looms large, not because it is *really* so heavy, but because it is done in an unnecessarily laborious and unmethodical manner. But it is possible to considerably curtail the labour by simplifying, standardizing and systematising the procedure. The *bulk* of the clerical work now consists of *copying* judgments, orders and depositions, the other items, *e.g.*, the issuing of processes, the posting up of the registers, the preparation of the accounts and returns, and the Bench work being comparatively easy and light.

5. Copying work could be facilitated if a typewriter or at least carbon paper could be supplied to every Court, and the rules relating to copying, so amended as to permit of (a) typed or carbon copies replacing manuscript ones and (b) salaried officials of the Court doing the copying work instead of licensed copyists and appropriating the copying and comparing fees.

In that case the following additional advantages could be secured.

(1) The present copying-sheets, which are woefully wasteful of space and material (as only 100 words can be written, and that on one side of the paper only) may be replaced by special typewriting paper, both sides of which would take in not less than 600 words and a saving thereby effected of not less than  $\frac{5}{6}$ ths or 83 per cent in material (paper) and  $\frac{1}{2}$  or 50 per cent in time and energy, assuming *two* to be the normal or average number of copies required in each case.

(2) A good deal of time and temper can be saved to the persons who have got to read the copies.

(3) Parties who apply for copies can get them with a celerity unheard of at present, in fact *instantaneously*.

(4) In view of the fact that it involves no extra labour, the scale of copying fees may also be eventually reduced.

(5) With these facilities, applying for copies may be expected to be the invariable rule, and in this way it will be an additional source of revenue to Government.

Needless to say these are substantial economies which would be gratefully appreciated not only by the litigant public, but also by the clerks themselves ; because these



devices, while saving a good lot of unnecessary manual drudgery, would bring them a handsome addition to their pay and serve as an incentive to work more cheerfully and diligently. I calculate that their income from this source may be not less than 50 per cent of their pay; and that is why the rates of pay have been pitched somewhat low in para 3 *supra*. It will also be a source of additional revenue to Government.

6. The other items of work referred to in para 4 may be facilitated by (a) entrusting these duties to the Bench Clerk who will have nothing to do while the Magistrate is hearing the case, and (b) instituting a system of Book-keeping, Day-book and ledger in which the *day's* work as well as the progress of each *case* can be automatically enumerated, classified and tabulated, all in one process *then and there*, as in the illustrative forms appended. The thing is so simple that the presiding officer himself, may, if he chooses, maintain these registers instead of the Bench Clerk. The preparation of the periodical accounts and returns will be the work of only a few minutes, because all that will have to be done is to total up the several columns and carry the figures to the returns. Eventually it may be possible to do away with a number of registers and returns.

7. The *technical* portion of the work can therefore be managed by a *single* hand. It is sufficient if the other two clerks know only how to type. They need not necessarily possess any technical qualifications to begin with. But in course of time they can be trained to acquire these qualifications.

8. So far as the work of the presiding officer is concerned, striking improvement could be secured in point of economy, expedition and efficiency, if the law could be so amended as to permit of the Magistrates and Sessions Judges availing themselves of the services of stenographers or typists for recording the evidence to their dictation in open Court instead of having to do so in their own hand as at present. What is meant by this, is that as soon as the witness has answered the question put to him, the Magistrate should dictate *aloud* to the stenographer or typist in open court the English translation of the same. The advantages of this over the present arrangement are obvious.

(1) For one thing, as skilled typists can type faster than the Magistrate can write, the evidence can be recorded

*more quickly.* The record will also be neater and take up less space.

(2) Secondly, it would be *more accurate.* Even if the Magistrate should commit a mistake in taking down the evidence there is no opportunity of detecting it *now*; because the evidence is *silently* translated by the Magistrate *in his own mind* and nobody knows what he might have recorded. It is true the record is *interpreted* to the witness, but that is quite different from reading out the *original* itself. Moreover, it must be remembered that it is not the Magistrate but the Bench Clerk (who is usually a bad translator) who *interprets* and that too, not instantaneously, but a long time after the witness has given the evidence,—when probably neither the Magistrate nor the witness nor the Lawyers will be very attentive. But under the proposed arrangement as the Magistrate would be dictating *aloud* in open Court every sentence, and so many pairs of ears will be attentively listening, chance mistakes if any can be *then and there* corrected before they get into the record, and thus an absolutely faithful and correct record may be ensured.

(3) Thirdly, with such safeguards against errors, interpretation which takes up so much time and withal is so very unsatisfactory may perhaps be dispensed with, except in those rare cases in which parties are unrepresented by Counsel ignorant of English.

(4) Fourthly, Lawyers will be saved the trouble of taking their own independent notes because they can have the deposition *in full* placed in their hands simultaneously with the Magistrate. There will thus be another opportunity for further verification and correction if need be.

(5) Fifthly, it may be taken for granted that when so many facilities are created, applying for copies of deposition will become the *invariable* rule; and this will be a good source of revenue to Government.

(6) Sixthly, the Magistrate and Judge being in this way relieved of a good deal of manual drudgery which is now sapping their vitality, would be feeling ever “fresh and fit,” and able to turn out twice or thrice the present quantity of work in half or one-third the time now occupied. Thus the proverbial “law’s delay” would become a thing of the past..

9. Coming to the scale of officers for the several Districts one First, one Second and one Third Grade Magistrate should be sufficient for each district, with one First Grade



Magistrate *extra* for each of the three districts of Mysore, Bangalore and Kolar, on account of their largeness and the peculiar conditions in the three *City* areas ; and one Second Grade Magistrate *less* for Kadur, since it comprises only 5 taluks. All First Grade Magistrates may invariably be First Class Magistrates with *appellate* and *summary* powers; all Second Grade Magistrates *usually* First Class Magistrates invested with summary powers *only* ; and all Third Grade Magistrates, Second Class Magistrates with *committal* powers. Statistics may be collected for the last 4 or 5 years. of the number of cases of each kind, contributed by the several taluks, and work distributed in such a way as to give each Magistrate, as far as possible, the same amount of work.

10. If these proposals are approved, the revised scale will be 26 Courts costing Rs. 14,211 per mensem as detailed below :—

Grade of Court	Pay of presiding Magistrate	Establishment		Cost P. M.	No. of Courts	Total cost per mensem
		Ministerial	Menial			
First ..	500-50-600 =546 $\frac{2}{5}$	(45), (35), (25)=105	(11), 4 (10) =51	702 $\frac{2}{5}$	11	7,729 $\frac{1}{5}$
Second ..	250-2-450 =376 $\frac{2}{5}$	(40), (30), (25)=95	(11), 4 (10) =51	522 $\frac{2}{5}$	7	3,655 $\frac{2}{5}$
Third ..	150-2-250 =212 $\frac{2}{5}$	(35), (30), (25)=90	(11), 4 (10) =51	353 $\frac{2}{5}$	8	2,825 $\frac{2}{5}$
Total ...					26	1,4210 $\frac{2}{5}$

11. The difference between the existing (*vide* para 3 *supra*) and the proposed scales will therefore be a saving of (14,900—14,211) = 689 rupees per mensem ; or adding a probable saving of Rs. 15 per mensem, on account of contingencies of 3 Courts less, the total savings will be Rs. 704 per mensem or Rs. 8,448 per annum.

It may however be remarked that economy is not the only advantage of the proposed scheme. By providing a larger number of appointments in the higher grades, and a smaller number in the lower grades, than under the present scheme, an even flow of promotion is assured to the officers who must soon reach the maximum of their salaries ; stagnation and discontent are obviated, and efficiency is increased.

12. Coming to *actuals*, we have already got now 7 First Grade, 10 Second Grade and 2 Third Grade Magistrates' Courts (*vide* Civil List) or 19 Courts, in all costing Rs. 11,102 $\frac{1}{3}$ , so that the *extra* cost of introducing the Separation Scheme into *all* the Districts, immediately would be only Rs. 14,210 $\frac{2}{3}$  — 11,102 $\frac{1}{3}$  = Rs. 3,108 per mensem.

13. Out of this, a sum of Rs. 2,410 per mensem can be found by the probable savings on account of the abolition of the District Excise Officers and Judicial Clerks as detailed below.

In Government Order No. P. 2040-52—Ots. 21-12-7, dated the 5th October 1923, introducing the Scheme into the Kolar District, it has been calculated that the probable savings on account of the abolition of the District Excise Office and Judicial Clerks would be Rs. 1,073 $\frac{1}{2}$  per mensem for that district. The pay of the District Excise Officer has, there, been assumed to be Rs. 250 per mensem. But a reference to the Civil List shows that the present incumbents in the 3 non-separation districts,—Hassan, Tumkur and Chitaldrug, are *actually* drawing a salary of Rs. 350, 220 and 200 per mensem respectively. Taking these *actuals*, and making allowance for the somewhat different composition of these three districts, the *actual total* savings would be—

	P. M.
	Rs.
Salary of officers 350 + 220 + 200 ==	770
Salary of establishment 420 + 3 ==	1,260
Pay of Judicial Clerks of 9 Sub-Divisions at Rs. 30 ==	270
Pay of Judicial Gumastas of 27 Taluks and Sub-Taluks ==	769 $\frac{1}{2}$
Total	3,069 $\frac{1}{2}$

In the Government Order referred to, it has been assumed that the cost of the establishment required for Excise Work after the proposed reconstitution would be Rs. 322 per mensem. It is not known on what basis this calculation has been made, but if methods of work are simplified as described in another paper, two clerks on Rs. 60, and 40 for the District Office, and only one clerk on 45 or 2 on 10, 20, as at present, for each of the Sub-Division Offices, would be sufficient. The cost of this would be Rs. 100 plus 2 × 60 which is equal to 220 at most or 660 per mensem for the 3 districts. The *total net* savings under the proposed reconstitution would therefore be (Rs. 3069 $\frac{1}{2}$ -660.) Rs. 2410 per mensem in round figures.



14. Therefore, the net additional sum required reduces itself to Rs.  $(3,108-2,410)=698$  or 700 rupees per mensem or Rs. 8,400 per annum, in round figures for the three districts, against Rs. 15,000 which Government found necessary to provide for one district *only* (Kolar) in the current year's Budget.

15. If it is not possible to provide an additional allotment, this sum and more, can easily be found by abolishing the Sub-Taluks which are anomalies, and enlarging the jurisdiction of Executive Officers in view of the reduction of work entailed by the Separation Scheme. Speaking from my personal experience of about 14 years as Amildar and Sub-Division Officer both, in the Pre-Separation as well as the Separation periods, in all the districts, except Mysore, and Tumkur I may say that the *bulk* of the work (more than 50 per cent) of an Amildar and Sub-Division Officer consists of Magisterial work, and when they are divested of it, their other work may safely be doubled or increased by not less than 50 per cent. In the case of S. D. Os. additional work has been found for them by tacking on Excise and Income-tax work. Therefore it is not possible to enlarge their territorial jurisdiction very materially except perhaps by adding on, to one or other of the Sub-Division Officers in each district, the Headquarter Taluks which are now in charge of the Treasury Assistant Commissioners—a most anomalous arrangement as these are not touring officers. But in the case of the Amildars, the only way of finding additional work would be by enlarging their territorial jurisdiction. If it is considered too drastic a measure to have *one* Amildar for two taluks, it is, or should be possible to so readjust the charges as to reduce the scale of Amildars by at least 10 officers which would result in a saving of about Rs. 2,120 per mensem. This does not mean that the integrity of the Taluks will be in any way disturbed, or that they would cease to exist as separate entities. *Everything will remain as it is only*, instead of having 68 Amildars, we shall have 58 or a smaller number of Amildars among whom the 68 Taluks will be distributed, so as to give each Amildar an *equal* quantity of work.

16. To do this properly, *comparative* statistics will have to be collected, other conditions studied on the spot, doubts and difficulties discussed with the local officers and the people, their misconceptions dispelled, and after they shall have been convinced by facts and figures that

their apprehensions are unfounded, detailed proposals will have to be formulated regarding the extent to which the retrenchment and readjustment proposed, may be carried into effect. It is suggested that, for this purpose, an officer be placed on special duty.

17. Before concluding this note, it is necessary to say a word or two about the Bench Courts. No provision has been made for the Bench Courts in this Note, because these Courts *already* exist in all the important places in the three districts of Hassan, Tumkur, Chitaldrug. Before extending the Scheme further, it is desirable that an investigation be made *in the light of facts and figures* how these Courts have been working, how far they supply a public want, and whether they are really popular and so forth. Except in a few localities where educated people, retired officers or others, can be secured to serve on these Benches, elsewhere, these Courts seem to be exceedingly unpopular and to command little or no respect. That was why an investigation was proposed. I may add that if all the proposals contained in this note are accepted, the Stipendiary Magistrates may *themselves* be able to cope with all the work, and it may be possible to do away with these Bench Magistrates altogether.

18. Having in the foregoing paragraphs dealt in detail with the *main* question in all its bearings, I shall now conclude this note with a brief *summary* of its *financial* aspect.

(i) From the facts and figures given at paras 11-14, it is obvious that, as compared with the *existing* (revised) scale which costs about 14,915 Rs. per mensem, the *proposed* scale costing about Rs. 14,211 per mensem will be more economical by a sum of Rs. 704 per mensem or 8,448 per annum.

(ii) If the *whole* of this sum,  $14,900 \times 12$  Rs. is provided in next year's budget, there will be no need to think of any other retrenchments. On the contrary, a saving of 8,448 Rs. can be shown in spite of the introduction of the scheme into all districts from the beginning of next year alone.

(iii) But if *only* the current year's allotment is repeated *viz*  $11,102\frac{1}{3} \times 12$  (*Vide para 12*) then there will be need for searching for *other* sources, besides the abolition of the District Excise Offices, and Judicial clerks to make up 700 Rs. per mensem required (para 14).



(iv) This may be found by way of an additional allotment or by enlarging the jurisdiction of Amildars and reducing the scale of Deputy Amildars and Amildars. If all the Deputy Amildars are abolished, and the scale of Amildars reduced by at least 10 Amildars, which seems to be quite feasible, we shall get a saving of  $800 + 2120 - 2,920$  Rs. per mensem.

(v) On the whole, the saving when the proposed scheme is given effect to *in full*, will be not less than  $704 + 2920 - 3624$  per mensem or 43,488 Rs. per annum which may be enhanced to half a lakh or even a lakh of rupees according to the extent to which the Amildari scale is reduced.

CLOSEPET, }  
4-6-24. }

M. S. RAMACHENDRA RAO.

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**Village Accounts : How they can be simplified and improved and about One and half a lakh of Rupees saved per annum.**

A NOTE BY MR. M. S. RAMACHENDRA RAO, B.A., B.L.,  
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CLOSEPET.

The increase in the number of village accounts, and the consequent trouble and expense involved in compiling them, has formed the subject of repeated complaints and representations at numerous Village Officers' Conferences, R. A. Meetings etc. The complaint is perhaps not altogether without foundation. At *first* there were only 12 accounts known as the "Baranamune Lekkagalu" viz (1) Khetwar (2) Banjar Takhta (3) Pahani (4) Khate (5) Saguvali Patrike (6) Kammi Jasti (7) Takrar Takhta (8) Inam Takhta (9) Jamabandi Ghoshwar, (10) Khirdi (11) Patta (12) Khaneshu-mari or rather a bakers doz including the 13th, Mohatarfa. The 14th and 15th, viz D. C. B. of Inam Villages, and Register of lands in Inam villages being *peculiar* to alienated Villages *only*, need not be considered here. In 1905 four more enclosures to the pahani (viz B. C. D. E.) were added by G. O. No. R. 747-57 L. R. 44-98-4 dated 18th July 1905; and later, four more subsidiary registers, known as the Village Statistical Registers A. B. C. D. Thus, against the original dozen, we have now no less than 21 accounts. These are the regular and formal Village accounts, properly so called. Besides these, there are the A and B lists recently prescribed by Government, and numerous other accounts, statements, and returns, which the shanbhog is called upon to prepare ever and an on at the requisition of this department, or that.

2. Simultaneously there has been persistent clamour for an increase of Potgi. I believe the reasonableness of the claim has been recognized : only, it has not been found possible to meet it, on account of the financial stringency.

3. But funds may be found by effecting the following economies and improvements, and utilizing the resulting savings for the purpose in view :

(i) Reducing the number of prescribed accounts.



(ii) Recasting and revising the forms of the remaining accounts so as to facilitate *direct* classification and tabulation of the required results *pari passu* with enumeration.

(iii) Introducing all the time-labour-material—money saving *devices* suggested in another Note (*Vide* my Note on “Economies in Stationery and Printing”)

(iv) Simplifying, standardising, and systematizing the procedure in regard to the maintenance of the Village and Taluk accounts so that they may dovetail into one another and be capable of being worked automatically and mechanically by even the dullest official as, for instance, in the Postal Department.

4. Let us now proceed to discuss in detail each of the foregoing proposals. First, as regards the reduction in the number of village accounts, the really essential, fundamental or *basic* accounts are six in number *Viz* (1) Khetwar (2) Pahani (3) Khate (4) Khirdi (5) Patta and (6) Khaneshumari. Not only is it possible to reduce the number of *Village* accounts from twentyand odd to just these *six* by abolishing all the rest but further considerable economies and improvements could be effected in these six accounts themselves as follows.

5. *Form I Khetwar*.—(1) The 19 columns of which the account now consists, may be reduced to 17, by deleting columns 17 and 18, inasmuch as particulars regarding relinquishments, whether absolute, or in favour of others, are being recorded by striking out the name of the relinquishing occupant or transferrer in Col. 6 and substituting the name of the accepting occupant or transferee in the same column.

(ii) The particulars of not more than 2 Survey numbers are at present being recorded on each page. This may easily be increased to four, six, or even eight (as the intervening space  $13/4$ ,  $13/6$ , or  $13/8$  inches) will be more than ample for recording the very few changes which might take place during the period for which it (Khetwar) is current.

(iii) The Khetwar is now required to be renewed once in every ten years. This rule may be abrogated and the same register utilized throughout the currency of a settlement, unless and until any particular register gets over-full with entries when only *that* register may be renewed. But this is not likely to happen earlier than 15 or 20 years, if at all, and even then, in not more than one village out of ten.

(iv) The heading of the 1st column may be changed from S. No. simply, into  $\frac{\text{Re-Survey No.}}{\text{Survey No.}}$  to show the connection between the old and new numbers, and obviate frequent reference to the "Sud".

(v) The heading of Col., 6 may be amplified from "Name of the registered occupant" to "Name of the registered occupant (to be underlined) and other co-occupants, co-sharers and other persons interested if any, with particulars thereof". A free resort to the provisions of sections 77 and 78 of the Land Revenue Code and Rules 40, 70 and 75 of the Land Revenue Rules may be encouraged, the results of which might be embodied in Col. 6, and in this way a miniature "Record of Rights" may be brought into existence.

(vi) Other economies and improvements in the making up and printing of the Register advocated in my general Note on the subject, may be introduced.

6. *Form II Banjar or Hulbanni Takhta.*—This form as well as the A and B lists may be abolished, and the Pahani, and Khate themselves utilized straight-way to fulfil all the purposes which these separate accounts are now supposed to serve. How this may be done will be clear from the remarks on those forms *infra*.

7. *Form III Pahani.*—(i) Col. 4 may be amplified to indicate whether the registered occupant is cultivating the land himself or whether he is doing so by "tenant"; or a separate column may be opened to indicate the *actual* tiller of the soil, and his relationship to the registered occupant. In this way, a variety of useful and interesting information may be collected about the different systems of land tenure in vogue in Mysore, about which we are utterly in the dark at present.

(ii) The redundancy, laboriousness, and waste of time, energy and material involved in the present method of collecting and tabulating information under each source of irrigation, (*Vide* forms 3B to 3E) and the abstracts to the Pahani, can be avoided by transposing the column "source of irrigation" from its present place, and merging it with the columns "wet" and "garden" providing separate sub-columns for *each* of the several sources of irrigation and requiring the *wet* and *garden* area actually irrigated from each source, to be set down in the appropriate column; as in the sample form appended.



(iii) Similar economies and improvements may be effected in respect of the crop-columns by providing separate columns, specifically for *each* of the crops usually sown during the two seasons Vaisakha and Karthika or Mungar and Hingar respectively as in the sample form appended.

(iv) In the case of unoccupied survey numbers, these columns may be utilized for recording particulars about the *malki*, thereby doing away with separate A. and B. lists.

(v) Direct classification of the required statistics in the case of "boundary marks," may be facilitated by splitting up column 17 into 3 columns (1) "Total number of boundary marks to be maintained" (2) "No. in order" (3) "No. out of order". Column 18 may be similarly split up into 3 columns one for recording the date of inspection and remarks of the *Shekdar*, another for the *Amildar*, and a third for the Sub-Division Officer. The object of this proposal is that by merely *glancing* at these columns and the Nakasa, superior officers can, at once, find out whether their subordinates have been doing *real* work or trying to throw dust into their eyes.

(vi) If the hulbanni of any particular survey number is sold by public auction, particulars thereof may be recorded against that number in the remarks column of the Pahani or at foot, in case the hulbanni of *all* banjar numbers is sold together, or disposed of according to the Hanchige system, thereby obviating all inconveniences likely to arise by the proposed abolition of the Hulbanni Takhta (Form 11).

8. Forms IV, V, VI, *Khate*, *Saguvali Patrika* or *Rent Roll* and *Kammi Jyasti*.

(i) Forms V and VI which are merely subsidiary to the *Khate*, and which are rarely made any use of, may be abolished and the purpose, if any, they now fulfil, secured by slightly recasting the form of the *Khate* (IV), itself; and requiring that the changes if any which take place from time to time in the individual *khates*, should be recorded in the *Khate* itself in *red* ink in order to draw pointed attention.

(ii) Unnecessary repetition and manuscript writing may be avoided and direct classification and tabulation, auditing and balancing, facilitated by providing separate money columns for every one of the ordinary items of demand, collection, and balance commonly met with and requiring

that each of these should be written *one below* the other as in the Taluk ledger, (Form 27) and the sample form appended.

(iii) Co-ordination between the Khate and the other village accounts and forms, *e. g.*, the Khirdi, Patta and Irsal Patti on the one hand, and the Taluk accounts and forms on the other, *e. g.*, the Demand Register, Day Book, and the Ledger, (Forms 25, 26, 27,) may be established by adopting the *same money columns uniformly* throughout instead of having different columns for different accounts as at present. In this way it would be possible to do away with the Demand Register which is merely the "credit" side of the Day Book. But of this more in the proper place, *viz.*, Simplification of Taluk accounts.

9. *Form VII. Takrartakhta.*—It is obvious that no *single set* form can possibly suit the *immense* variety of cases for which this form is designed. Moreover takrar cases cannot usually be settled without prolonged enquiry, and correspondence running into several sheets of paper, which it is highly inconvenient, if not impossible, to compress into a set form in half a sheet of paper. Further, I believe, there is a Circular order that these cases should be settled *as they arise*, and not kept over *till* Jamabundy. So this form may be deleted from the *list of Village accounts*.

10. *Form VIII.—Inam Register*—All Cases of unauthorized alienation must have been noticed long long ago, and necessary action taken according to the rules. No purpose is therefore served by having a separate account for alienated lands any longer. A glance at column 3 of the Khetwar will show what are all the alienated lands in any village. An *abstract* giving information regarding the total survey numbers, area, assessment jodi etc., may be appended at foot of the Khetwar *itself*; particulars regarding the progress and final results of action taken in regard to the unauthorized alienation of individual Survey numbers being noted against that number; and Form VIII may be abolished.

11. *Form IX. Jamabundy Goshwar.*—Similar remarks apply to Form IX. This account now consists of two portions one showing the *permanent* features of the village economy, *e. g.*, the gross area of the village, kharab, culturable area, etc., which are unalterable for all time and the other the



*shifting* features which vary from year to year. Such portions of the former and the latter as do not already appear in the Khetwar and Khate respectively in the *totals*, may be appended to these accounts themselves by way of *abstracts* and thus, this account may also be done away with.

12. *Form X--Khirdi.*—The form of the Khirdi which does not, at present, correspond exactly with the Khate, the Receipt Patta, or the Irsal Patti may be recast and revised so as to dovetail into them, on the one hand and the Day Book on the other. The sample form appended shows how this may be done.

13. *Form XI. Receipt Patta.*—The sheet form which is woefully wasteful of space and material, and which is further very inconvenient to handle, may be done away with and the handy book form appended to this note by way of sample adopted. The form explains itself. The Patta is really the *most important* of the Village accounts, being, as it were, the ‘Raiyat’s Magna Charta’ but unfortunately the *most neglected*. Strictly speaking it should be produced every time the Khatedar has any business to transact, and all transactions should be recorded in it then and there, and attested by the proper authorities. The Village Officers and others should, strictly speaking, have nothing to do with any others except the Pattadars. But these wholesome principles are unfortunately more honoured in the breach than in the observance. Accordingly, a set of instructions have been added showing clearly what use should be made of the Patta and how it should be maintained.

14 *Form XII, Khaneshumari.*—The economies and improvements which could be effected in the account will form the subject-matter of a separate Note. Here it is enough to merely state that instead of throwing away the Census Schedules after the decennial Census is taken, and conversely not making any use of the Khaneshumari or the *annual* enumeration for the decennial Census, the two operations may be *combined and co-ordinated* in such a way as to serve more usefully the purpose for which these statistics are obtained. Further, by co-ordinating the Khaneshumari with the Vital Statistics and Cattle Mortuary returns, the accuracy and reliability of the latter could be considerably enhanced. This will form the subject matter of a separate Note.

*Form XIII Mohatarfa.*—This redundant account may be abolished in view of the fact that all the particulars therein contained will be forthcoming in the Khate and Khaneshumari.

15. We now pass on to the enclosures to the Pahani or the Achkat registers. Although these accounts were prescribed so far back as 1905, I know in many taluks they have not yet been prepared simply because they are not *Village* accounts but *Taluk* accounts and it was a mistake to have looked to the *Shanbhog* for compiling them. The *data* are all to be obtained from the Public Works Department and Survey Department which can only be done by the Amildar and not by the Shanbhog. After they have once been compiled authoritatively in the Taluk Cutcherry the Shanbhog can take a note of the sources of irrigation for each suvey number in the appropriate column in the Pahani. In short, the procedure now in vogue has simply to be *reversed*. In other words, instead of the Shanbhog having to furnish this information to the Taluk Office, the Taluk office should furnish this information to the Shanbhog. In this way these 4 accounts may also be deleted from the *list of Village Accounts* and transferred to the list of *Taluk* accounts.

16. The same remarks apply to the village statistical Registers A. B. C. D. I would transfer the responsibility for compiling them from the Shanbhog to the Shekdar or the Taluk Office. There is another object in this. At present the so-called scrutiny of the accounts has become a purely *formal matter*, “a sticking of initials and date business” in fact, because one can never have the same interest in a *ready made* thing as in one which one *makes* for oneself. Hence by shifting the burden, the Shekdar and the Amildar will be compelled to bestow a certain amount of intelligent attention upon them. The best plan would be for the Shanbhog to read out the figures from his six fundamental accounts and for the Shekdar and Taluk Gumasta to enter them in their respective “villagewar Ledgers” about which I shall have more to say in the proper place.

17. It is well known that the less the number of matters to be attended to, the greater is the celerity and perfection with which they are done and *vice versa*. In other words “*economy*” leads to “*expedition*” and both lead to



*efficiency*. And so the reduction in the number of village accounts would be not only a measure of economy but of expedition and efficiency as well.

18 Although I said in the beginning that I would discuss the several proposals referred to in para 3, *seriatim* and began with the *first*, I found that the other proposals were so inter-locked with it that I could not help anticipating a good deal of what I have to say in respect of them *already*. The only thing I would like to add here, therefore, is that all the required forms and registers should be standardized and printed at the Government Press and supplied to the Shanbhogs. For one thing, this will save them an enormous amount of scriptory labour and time. For a second, the consumption of paper will be reduced remarkably. Not being able to forecast exact requirements, they generally make up books 50 to 200% in excess of what they want and leave many pages blank at the end. Even the written up pages are not fully utilized. Nearly 10 to 20% of the length of the paper is taken up with the column-headings which are *repeated* on *each* page. This waste could be minimized a good deal by having a protuberant cover, on which the headings would be printed but *once* for a book instead of on *every* page. The net result of all these economies may be put down at not less than 50% of the present outlay.

19. The financial results of the foregoing proposals would be a saving of about one and a half lakhs of rupees per year as detailed below:—

The total number of villages in the State is 19,000 and odd or in round figures 20,000. According to the current year's Budget the gross Land Revenue is over 117 lakhs, so that the *average* gross Land Revenue works out to Rs. 585 per village. According to Rule VII of the Potgi Rules the stationery allowance to *each* Shanbhog, and *each* Patel for a village having a gross revenue between Rs. 501 and Rs. 700 is 4-8-0, so that on an *average* a sum of  $4-8-0 \times 2 = 9$  rupees, is being paid per village as stationery allowance to the Village Officers every year. For 20,000 villages this gives  $20,000 \times 9 = 1,80,000$  rupees per year. Probably the Village Officers cumulatively are spending much more than this amount.

Even according to the most liberal estimate, the cost of *all* the forms required by the Village Officers printed and

supplied by the Government Press according to the proposals contained in this paper, is not likely to exceed one Rupee per village. Even taking it at  $1\frac{1}{2}$  Rs. per village, it will come to 30,000 Rs. Hence a sum of Rs.  $(180,000-30,000)=1\frac{1}{2}$  lakhs of rupees may be set down as the probable savings.

The Potgi *proper* which is now disbursed being only  $(10,00,000-1,80,000)-8,20,000$ , it would mean an increase of their emoluments by about 18 per cent were this saving of 1,50,000 to be distributed among the Village Officers as extra Potgi. It is scarcely necessary to add, how gratefully this substantial increase would be appreciated by this large body of most useful public servants who may, without exaggeration, be said to be the very backbone of the administration.

CLOSPET M. S. RAMACHENDRA RAO.  
4-6-1924.

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### Levy of Contribution due from Raiyats.

A NOTE BY MR. M. S. RAMADASAPPA, AMILDAR  
OF YELANDUR.

According to the rules laid down for the levy of contribution due from raiyats holding the occupied area under major tanks which are restored at Government cost, the amount of stipulated contribution payable by them shall be recoverable as land revenue under Section 53 of the Land Revenue Code. (*Vide* para 22, Chap. VI, Mysore Village Manual.)

2. *Mysore Revenue Code modelled after Bombay Act.*—Before proceeding to determine the different coercive processes available under the Code for realising contribution it is well to remember that the Mysore Land Revenue Code was based almost entirely upon the Bombay Act V of 1879 and departed from the latter only where the peculiar circumstances of Mysore called for such departure which after all was slight as Mysore revenue law, practice and tenures, as they were in vogue in eighties, differed very little from those of the sister Presidency. So, Section 187 of the Bombay Act which gave effect to the intentions of the legislature that all the processes provided for in Chapter XI should be available to collect dues specified therein was adopted *verbatim* as Section 193 of the same Chapter in our Code. During the past 18 years both Sections have been amended, four times in Bombay and twice in Mysore—with a view to widen their scope of operation.

3. *Land Revenue vs. other Revenue.*—Chapter XI of our Land Revenue Code as also of the Bombay Act, which provides for the realization of land revenue and other revenue demands lays down (1) forfeiture and sale of occupancy or alienated holding in respect of which an arrear is due, Section 159, (2) sale of the defaulter's movable property, Section 160 and (3) sale of right, title and interest in the defaulter's other immovable property, Section 161, as different processes available to the Deputy Commissioner to collect Government dues. Whereas land revenue is recognised in India from time immemorial as a paramount

charge on the land, it is true that all the aforesaid coercive processes are resorted to in enforcing Government demands for it, but it is nevertheless true that other revenue demands such as are specified in Section 193, Mysore Land Revenue Code are also leviable under the provisions of Chapter XI, *i.e.*, are also liable to be recovered under Sections 159, 160 and 161, Mysore Land Revenue Code. That contribution due from raiyats as per mutchalika duly executed by them falls under the category of other revenue demands as set forth in Section 193 admits of no doubt whatever. The extension of the provisions of Chapter XI to the recovery of Government dues other than land revenue proper is neither a chance nor arbitrary enactment, for it is clearly founded upon the well recognised principle that the claims of the Crown of State are entitled to precedence over those of the subject. That principle is found promulgated at an early date by Hindu Jurists. *e.g.*, Yagnavalkya and Tarkapanchanana. Accordingly in later times Mahammadan Sovereigns and British rulers of India also recognised the prerogative of the King being regularly preferred in payment of his duty or debt before any subject. (*Vide* Secretary of State for India *vs.* Bombay Landing & Shipping Company, 5, Bombay H. C. Rep. at p.p. 49, 50, O. C. J.). It was apparently for this reason that the framers of the Bombay and Mysore Revenue Codes provided for such demands of Government as are adverted to in Chapter XI being recovered by recourse to Sections 159, 160 and 161 with this difference, however, that while the land revenue formed the paramount, and therefore first, charge on the land, other revenue demands came only next in the order of precedence. So, as the law stands at present, no rule or executive order which is inconsistent with it can be passed at present. Nor is it a question of interpretation of law as the procedure laid down in Section 193 admits of no ambiguity whatever.

4. *Proper mode of recovering contribution.*—Contribution due from raiyats, be it for the restoration of their village tank or for executing a new scheme of irrigation designed to assure to the vast areas under the proposed works of irrigation, a regular supply of water shall be recoverable as land revenue “under the foregoing provisions of this Chapter.” (*Vide* cl. 3 of Section 193). Contribution leviable by contract or statute may therefore be recovered by forfeiture of the occupancy in respect of which the arrear is



due or by sale of the defaulter's immovable property other than the land on which the arrear is due, with this difference that in the former case the sale after forfeiture is absolute as against all previous claims, while in the latter, rights of previous encumbrances are left untouched. If the law were otherwise and the levy of contribution were bound by the hard and fast rule that only the right, title and interest of the person who executed the mutchhalika in the holding, can be sold for its recovery, then there is little or no chance of enforcing the raiyats' liability to bear their portion of the total outlay incurred by Government in restoring even ordinary works of irrigation. Naturally, therefore, unprecedentedly large or colossal works of irrigation such as Krishnarajasagara works in Mysore, or Toludur and Mettur Irrigation Projects in Madras Presidency or Sukkur Project in Sind can never be embarked upon if the beneficiaries under those schemes can successfully evade their obligation to pay the customary contribution. For, the sale of mere right, title and interest of the defaulter in his holding is, in effect, markedly worse than the one held by a Civil Court in execution of its decrees as the bidder in the former case would be obliged to file a Civil Suit for possession of the property. If the land is not sold for want of bidders as is the case as a rule, it is only kept under nominal attachment as it cannot be kept waste nor can the occupant be evicted therefrom. Hence such sales end in *fiasco*, leaving defaulters safe in their holdings and Government dues being necessarily brought on remission lists. Indeed revenue laws were not framed to enable defaulters to evade the payment of Government dues nor to forge that deadly weapon of forfeiture to be employed in every case of non-payment. It is not the policy of Government that every holding in respect whereof even arrears of land revenue may be due should *ipso facto* be declared forfeited, but that the provisions relating to forfeiture should be resorted to only when so deemed necessary by the Collector or Deputy Commissioner. Much less would any Revenue Officer with any common sense or touch of sympathy think of depriving an occupant of his land without good cause or if the contribution could be recovered by other means. When a statute allows an option or discretion to the revenue authority to employ different forms of compulsory process it is as atrocious to use the harshest in every case as it is unwise to scrupulously refrain from it even in the case of contumacious defaulters.

Government have therefore insisted upon the necessity of appellate revenue authorities keeping themselves fully informed of the extent to which recourse is being had to the several forms of compulsory process, and where employed, of the special reasons necessitating their employment.

While the law bearing on the levy of land revenue and other specified dues inclusive of contribution under reference is thus clear and considerate to the interest of the raiyat without prejudice to the fiscal interests of Government and there is nothing in the Code to support the restrictions and limitations sought to be imposed upon the natural interpretation of Section 193, it is difficult to realize why the executive should fetter its own hands and thereby involve the State in needless loss of revenue. Should there still be any doubt left as to the proper interpretation of Section 193, reference is invited to the decision on the point of the Bombay High Court in *Venkatesh Ramakrishna vs. Mhal Pai Bin Naru Pai*,—I. L. R. Bombay XV, page 67, 1891, where the procedure to be followed in realizing Government dues adverted to in that Section is laid down as either by forfeiture of the occupancy in respect of which, the arrear is due, or by sale of the defaulter's immovable property other than the land on which the arrear is due.

5. *Need for uniformity of procedure.*—Because arrears of land revenue form a paramount charge on the holding and because there are instances of Government dues which are not treated as land revenue and therefore rightly precluded from the operation of Sections 54 and 159, to contend that forfeiture applies exclusively to recovering land revenue proper is to ignore the object, scope and extent of the provisions of Chapter XI, as contemplated in Section 193. As the statute and case law stand at present, it does not seem to be open to any sale conducting officer to go behind them, nor does it seem to be right to impugn a sale held strictly in accordance with them. In order to secure uniformity of practice in such an important matter of administrative necessity a strong ruling of Government is urgently called for to affirm and reaffirm the existing codal provisions on the lines indicated by the Bombay High Court and Standing orders of Government in Bombay and Mysore.

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*PART V—Miscellaneous (Notes relating to Local Self-Government Public Health, Co-operation, etc.).*

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## DEWAN'S ADDRESS

TO THE REPRESENTATIVE ASSEMBLY

(BIRTHDAY SESSION)

9th June 1924.

GENTLEMEN,

ON this important occasion of the first meeting of the members of the newly constituted Mysore Representative Assembly, which has been summoned to transact public business under the auspices of the Constitutional Reforms inaugurated by the Proclamation of His Highness the Maharaja in October last, it is but befitting that we invoke the blessings of Divine Providence and pray for strength and courage to discharge our heavier responsibilities conscientiously and faithfully, true to our gracious Sovereign and to the people of Mysore, whose present welfare and future prosperity have been committed, in a larger measure, to our charge by His Highness' new dispensation.

General.

I deem it a special privilege to be able to extend to you all a most cordial welcome. During the past 8 years, I have always taken a pride in being associated with the Representative Assembly of Mysore firstly, as a Member of His Highness' Government and latterly, as its Dewan-President. With a creditable record of useful work behind it for more than 40 years, the Representative Assembly has now emerged out of its old form into a stronger, well-defined constitutional body which is in harmony with the sentiments and traditions of the country and the genius of our people. It now takes a definite and more important place in the body politic of

the State not merely because its constitution rests on the statute, but because its functions, powers and responsibilities have been increased; the members are returned by an electorate four times as large by direct election; and while the majority of the members represent territorial constituencies, there are now representatives of Minority interests and Special interests under a well-regulated system of election through recognised Associations. Commerce and Trade, and Planting and Labour interests have secured their proper places in the constitution of the Assembly. The result of all these changes, gentlemen, appears to me, judging from the constituent elements which form the new Assembly, as eminently satisfactory and His Highness' Government have every reason to hope that you will, in accordance with the inspiring message of His Highness conveyed to you at the inauguration ceremony, "be guided by common-sense, good-will and useful study of facts and of experience and that your new powers will be used only for the promotion of the common good." You will have to widen your angle of vision while discharging the duties that now devolve upon you. You will no longer confine yourselves to mere representations, but will exercise definite functions in respect of legislation, public administration and finance. The extent to which you succeed in discharging your new duties faithfully to the larger interests of the country will determine your future advance in the path of constitutional progress.

On behalf of His Highness' Government, I had given a pledge to the Legislative Council that we shall endeavour to work the new reforms in a liberal spirit of constructive statesmanship. Last October, just before announcing His Highness' Proclamation to the late Representative Assembly, I promised to use to the best of my ability every opportunity afforded to me as Head of the Administration to give a liberal interpretation to the main principles underlying the changes. Let me reaffirm these assurances before this Assembly and now appeal to all the members to show me, as your President, the same consideration and the same friendly and generous indulgence which I have had the good fortune to receive always at the hands of your immediate predecessors in the past. We have to adapt ourselves to a new atmosphere. While a larger exercise of popular control demands the greatest patience and responsiveness on the part of



Government, it enjoins on the representatives of the people, moderation of views, closer study of public questions from a disinterested stand-point and a determination to secure through Government, the utmost possible benefit to the country at large. A larger volume of business having to be transacted, every moment of your time will be precious and should be utilized with care and judgment and a due sense of proportion. We should endeavour to secure the highest efficiency in our work and tangible results. How best this can be achieved so far as this Assembly is concerned, I must leave to your good judgment. May I venture to suggest that you carefully study all the new rules of procedure framed for the conduct of business as well as the Standing Orders, so that I may have your ready and willing co-operation in conducting the proceedings? I promise on my own behalf and on behalf of my colleagues as well as the Heads of Departments that responsiveness and good-will from Government which His Highness has emphasized in his gracious Message to you the other day and earnestly hope that we may count upon the same from you. Our aims and aspirations are identical. There is no cleavage or divergence of interest to be pursued. We, as public servants of the State, cordially welcome your help and co-operation and will regard you, in spirit, as genuine co-partners in our work.

This is our first budget session and the agenda includes in addition, 48 Interpellations, 10 Resolutions and 105 Representations. Confining my Address to financial matters chiefly affecting the budget, I now propose to introduce you firstly, to some of the outstanding problems of Mysore finances and then take you over the salient features of the revised estimates of the current year and the budget estimates of 1924-25.

### Policy of Balanced Budgets.

Soon after I assumed charge of the Dewanship I took the opportunity, when the Budget Session of the Representative Assembly met in June 1922, to lay before that body an outline of the financial policy which His Highness' Government had decided to adopt, to bring about an early improvement in the financial position of the State. Referring first to the decennial review published in 1919, which disclosed a recurring deficit of

Rs. 15 $\frac{3}{4}$  lakhs and explaining the position as it stood with reference to the transactions of the three years ending with 1920-21, I urged the necessity for balanced budgets. I diagnosed the situation as it then existed in the following words:—

“The true diagnosis of the situation, I think, is that owing to the general prosperous condition of the State and the steady increase in its revenues, there was a growing desire to expand the activities of Government, to increase expenditure on measures for the improvement of the material and moral condition of the people and to start large schemes and public works involving heavy capital outlay, somewhat in rapid succession, with the object of increasing the wealth of the State and its general economic prosperity. In the zeal and eagerness to finance these schemes and projects, no provision could be made for reserves and the uncertain items of revenue as well as revenues received from capital works and investments have been made use of to meet the additional heavy liabilities undertaken under recurring expenditure. This could not perhaps be avoided owing to the heavy and onerous programme of capital works to which the State had been committed, but the increase in expenditure as indicated by the inflated figures in recent years does not really and truly represent the exact degree of expansion in the administration of the State. For, the increased cost of living has necessitated the grant of relief to subordinate services to the extent of about Rs. 20 lakhs of additional expenditure per annum, the cost of the upkeep of the army and of materials and other necessities for the different service departments has gone up enormously and the cost of materials for works and wages of labour have also risen. Due allowance has to be made for these factors before we can correctly estimate the real increase in expenditure due to expansion in recent years. The fact remains, however, that we are now confronted with a position of recurring deficits, and it is necessary to evolve a sound financial policy which could be spread over a triennium or a quinquennium by which the deficits may gradually be wiped out and we may regain our former financial position.”

I calculated that the real situation was that a deficit of Rs. 21 lakhs, after taking a fairly liberal estimate under some of the principal heads of revenue, had to be faced



even under a restricted scale of expenditure in the various departments of administration. The gross expenditure of the State in 1920-21 had touched the highest level ever reached, *viz.*, Rs. 344 lakhs and the budget estimate of 1922-23 was based on effected retrenchments up to a total of Rs. 45 lakhs; and on the standard of the budget then presented, I estimated that there should be an improvement to the extent of Rs. 56 lakhs a year in the finances of the State and generally indicate the manner in which an attempt might be made to bring about that result. The important principle in the financial policy then formulated was that the different kinds of resources should be classified according to their nature so that each class of revenue might provide for all reasonable demands against it. Items of revenue occasionally received should not be mixed up with the normal revenues of the State and uncertain revenues should only be used for non-recurring charges. Lastly, the group of productive works should have financial autonomy so that ordinary revenues of the State may be able to support fully the normal administration, and capital works finance may be gradually separated from administrative finance.

In giving the 7 years' finances in their true perspective, I worked out the deficits in the account of the normal heads of revenue and expenditure and showed that the deficit in the year 1920-21 reached the high figure of Rs. 73 lakhs.

Lastly, I formulated the financial policy for a triennium at the end of which I anticipated that our finances would be restored to a position of equilibrium. The normal revenues were according to the budget of 1922-23 short of the normal expenditure by Rs. 21 lakhs, and it was intended to balance the whole account in three years' time by following a policy of retrenchment and expansion of revenue wherever possible, taking credit for Rs. 11 lakhs out of the Sterling Loan Sinking Fund annually in the Revenue Accounts.

In my Budget speech of last year, I explained that my revenue anticipations were likely to be realised, as in the first year of the triennium—1923-24—an increase of Rs. 14 lakhs was expected and a further increase of 11 lakhs might be counted upon in the remaining 2 years. The net result of the budget as then placed before the Assembly, was that it balanced on the right side after a

series of deficit years and showed a surplus of Rs. 63,000. I may add that if you compare the figures of 1918-19 and 1924-25 you will find a total increase of revenue of Rs. 40 lakhs and the difference between the actuals of 1921-22 and the estimates of 1924-25 is a sum of about Rs. 23 $\frac{3}{4}$  lakhs.

### Accounts of 1922-23.

When dealing with the revised estimates for 1922-23 last year, I informed the Representative Assembly that we had received a sum of Rs. 23 $\frac{3}{4}$  lakhs towards the surplus revenue of the Bangalore Assigned Tract, of which Rs. 13 $\frac{1}{4}$  lakhs representing part of the arrears payable for the three years preceding 1921-22 would be shown as an item of extraordinary receipt. I also stated that according to the Revised estimate framed at the time, the year 1922-23 was expected to close with a surplus of nearly nine lakhs, including the extraordinary receipt from the Assigned Tract, against a deficit of Rs. 5 $\frac{1}{4}$  lakhs according to the budget estimates of the year. The actuals for the year however, show further improvement resulting in a surplus of Rs. 13·50 lakhs.

In view of the improved position revealed by the actuals, orders were issued for the extraordinary revenue from the Bangalore Assigned Tract being adjusted by transfer partly to the Sinking Fund for loans towards the arrears of contribution due to the fund, and partly to the Reserve for non-recurring expenditure to provide for certain special charges to be met during the current year on account of repairs necessitated by damages caused by floods, the Viceregal Visit and the introduction of Reforms. The amount accordingly transferred to the Sinking Fund in the accounts for the year 1922-23 is Rs. 7·08 lakhs and that set apart for other purposes Rs. 6·19 lakhs and the year closed with a normal surplus of Rs. 22,637.

### Revised Estimates, 1923-24.

According to the Budget of 1923-24, we estimated a total revenue of Rs. 3,31,50,000 and a total expenditure chargeable to revenue of Rs. 3,30,87,000 providing for a surplus of Rs. 63,000. The adverse seasonal conditions resulting from the failure of the north-east monsoon and



the consequent distress in the districts of Kolar, Tumkur and Bangalore have affected almost all the principal heads of revenue, under which there is a fall in the aggregate according to the Revised estimates, of over Rs. 9 lakhs, the reduction under Land Revenue alone being over Rs. 5½ lakhs. Out of the Bangalore Assigned Tract Revenue of Rs. 13,04,000 expected to be realised in the current year, Rs. 5 lakhs which has already been received is on account of arrears and it will be shown as an extraordinary item of revenue as was done last year in respect of a similar arrear payment. The decrease in consumption of arrack mainly accounts for the reduction of about Rs. 3 lakhs under Excise. The payment of the Railway Surcharge Tax collected by the Government of India along with freight on goods during the War, which was till now under correspondence, accounts for the increase of Rs. 2 lakhs under XIII Miscellaneous. The variations under other Revenue heads, which do not call for special remarks, are explained in the Memorandum accompanying the Budget Estimates. The total revenue according to the Revised including the extraordinary revenue of 5 lakhs from the Assigned Tract is Rs. 3,29,02,000 which is only Rs. 2,48,000 less than the Budget estimate, the decline in revenue caused by the abnormal seasonal conditions being to some extent counteracted by increase of revenue under Assigned Tract, Mining Revenue, Railways and the special receipt on account of Railway Surcharge Tax.

Against the total expenditure of Rs. 3,30,87,000 provided for in the Budget for the current year, the Revised Estimate shows that the expenditure is likely to be Rs. 3,29,12,000, *i.e.*, a decrease of 1¼ lakhs, after meeting the additional expenditure on account of the Viceregal Visit, repairs to damages caused by floods, and the introduction of the Reforms from the amount transferred to the Non-recurring Reserve out of the extraordinary revenue realised in 1922-23, and that on Famine relief operations from the Famine Reserve. The increases over budget allotments observed under Forest (Rs. 85,000), General Administration (Rs. 3,92,000) and Public Works (Rs. 2,51,000) are largely on account of the Viceregal Visit, the Inaugural Session of the newly Constituted Representative Assembly and the Legislative Council and repairing of flood damages and have been mostly met from the Non-recurring Reserve. The heads under which there are

noticeable increases are Interest on Debt (Rs. 2,10,000) and Miscellaneous (Rs. 97,000). The increase under the former is mainly due to arrear interest paid on the investment of the surplus balances of certain Muzrai Institutions in the  $6\frac{1}{4}$  per cent Loan. The increase under "Miscellaneous" represents the interest recovered from certain indebted members of the late Agricultural Banks at Saklespur and Chikmagalur ordered to be adjusted towards the principal of the loans due by them.

The deficit of Rs. 5,10,000 shown in the Revised is calculated by taking only the ordinary revenue and by showing the full demand to the extent of Rs. 18,78,000 on account of Sinking funds.

Including the extraordinary revenue of 5 lakhs from the Bangalore Assigned Tract, the Revised Estimate for the current year is really balanced, the difference being only Rs. 10,000. The position is that the bulk of the contribution to Sinking Funds is paid from normal revenues and the balance of Rs. 5 lakhs from an item of extraordinary receipt and that, on the whole, the resources of the year are adequate for all the demands to be met. That this result has been realised in spite of the dislocation to which the original budget programme was subject will, I believe, be considered as a matter for gratification. I hope that the actual results of the year will prove to be better than the forecast made in the Revised Estimate. I stated above that 1922-23 was the first year of a balanced Revenue Account after some years of deficits and I am glad to be able to state that the second year in succession, namely the current year, will also have a balanced account.

### Budget Estimates, 1924-25.

In the next year's Budget, a total revenue of Rs. 3,35,84,000 is anticipated as against the Revised Estimate of Rs. 3,24,02,000 for the current year and the total expenditure to be met from this revenue is placed at Rs. 3,35,15,000 resulting in a surplus of Rs. 69,000. In drawing up the programme for next year, the foremost aim of the triennial financial policy that the budget must be balanced at any cost has been scrupulously observed and full provision has also been made from current revenues for the contribution payable to the Loan Sinking Funds. The variations in revenue and expenditure as compared



with the Revised for the current year are dealt with in detail in the Memorandum attached to the Budget. Only the more important features of the revenue and expenditure estimates for the next financial year need be alluded to here.

On the revenue side, a sum of Rs. 6 lakhs has been taken credit for under Assigned Tract Revenue. Assuming that normal conditions will prevail, we have taken into account under Land Revenue the collection of the bulk of the arrears expected to remain at the end of the current year owing to unfavourable seasonal conditions, and providing for normal growth and a small increase on account of re-settlements to come into effect next year, the estimate under this head has been fixed at Rs. 121.75 lakhs. The revenue from Excise has been taken at the Revised Estimate figure of the current year. The Revised under Forest includes a receipt of Rs. 4 lakhs on account of fuel supplied to Iron Works and as this amount appears under receipts and expenditure, inflating both sides of the account, it has been decided to omit these transactions under Forest and include them only in the Iron Works account. There is an increase of 4 lakhs in the revenue from Sandal Oil compared with the Revised and this is due to the fact that all adjustments on account of excess payments for wood made in the past to the Forest Department by the Sandal Oil Factory will be completed in the current year and commencing from the next year the full revenue due for wood, determined with reference to the quantity of oil sold, will be directly brought under the head Forest. The improvement in Railway net receipts is the result of increased gross earnings and reduced working expenses. The grant allowed for renewals of permanent way and rolling stock which have been in arrears for some time past in respect of the lines worked by us is Rs. 6.87 lakhs. There will be a perceptible decrease in the outlay on this item from 1925-26 and it is proposed to set apart the resulting increase in the net receipts or a portion of it, as may be found necessary, according to a programme to be drawn up for the purpose, for the formation of a depreciation fund to provide for renewals in future, instead of appropriating the whole of the net revenues for the general purposes of the State. Larger receipts expected from power supplied to Gold Mining Companies and the absence of charges for repairing the damages

caused to the Dam by floods for which an additional grant had to be sanctioned this year, chiefly account for the increase under Electrical and Krishnarajasagara Works.

The total expenditure provided in the budget is Rs. 335·15 lakhs as against Rs. 329·12 lakhs in the revised estimate of the current year and it is therefore Rs. 6·03 lakhs more than the standard reached in the Revised. A sum of Rs. 3 lakhs has been added to His Highness' Civil List. For the measures already sanctioned, it has been found necessary to raise the grant for Education by Rs. 1·30 lakhs. The grant for the Mysore University has been raised from Rs. 6 lakhs to Rs. 7·44 lakhs. The total increase under Education including the University is therefore Rs. 2·74 lakhs over the current year's budget grant. An extra grant of half a lakh has been allowed for Mysore City Improvement and an increased allotment of one-fourth of a lakh for Malnad improvements and to meet the additional expenditure due to the introduction of Constitutional Reforms, a sum of Rs. 1,08,000 has been allotted. Besides these grants, provision has been made, as far as funds permitted, for development and expansion, and some of the new items are the following :—

	Rs.
12. General Administration, Economic Conference, special charges ... ..	10,000
13. Muzrai, Construction and Repairs ... ..	5,000
17. Miscellaneous, New Telegraph Stations ... ..	7,500
18. Courts of Law—	
(i) A new Sub-Court ... ..	5,000
(ii) Additional Criminal Courts under the Separation scheme in the Hassan District ... ..	12,000
21. Medical—	
(i) Training Mysore Students ... ..	15,000
(ii) Revision of establishment of certain hospitals and opening of new dispensaries ... ..	16,000
(iii) Re-organisation of Ayurvedic College and opening of new dispensaries ... ..	6,300
27. Agriculture—	
(i) Serum ... ..	20,000
(ii) Special establishment and equipment for sinking irrigation wells ... ..	25,000



	Rs.
(iii) New Veterinary dispensaries ...	5,000
(iv) Training of Veterinary Inspectors at Muktesar ...	3,000
(v) Development of Marthur Farm ...	10,000
30. Grants for Public Improvements. Grants- in-aid to District Boards under Local Self-Government scheme ...	5,000

### General Review of the Financial Situation.

The financial position as disclosed in the statements that are now presented to you and the explanations that I have made in respect of their main features will, I hope, be considered on the whole satisfactory. It is needless to assert that the Mysore finances still require the most careful handling and that we have not altogether emerged from the condition of unsoundness which commenced from the year 1918-19 and which marked the beginning of the period of deficits. You will observe that under a definite policy of financial re-habilitation which comprised within its scope drastic retrenchments spread over a period of more than two years and restricted grants to the various Development Departments which in consequence have remained in a state of stagnation and inactivity, we are now fairly on the road which will lead us to the goal which we have set before us. There are, however, a few disturbing factors which have yet to be faced and these require careful consideration. The revenues of Indian States, as you are aware, are of an inelastic character. There is little scope for the expansion of normal revenues and the addition of new sources. There is, in addition, the disadvantage which the State is at present labouring under, *viz.*, that owing to a very heavy public debt raised for large productive works all of which have not yet reached the stage of yielding revenue, there is a drain to the extent of about 42 lakhs of rupees from the yearly revenues; in other words, according to my classification of our resources, Part III of the Account relating to financial investments and productive works still continues to show a deficit. Owing, further, to the total absence of any provision in the past for a Depreciation Fund under Railways, a defect which is almost universal in all Railway administrations in India, we are now in for very heavy expenditure on account of renewals which leaves comparatively little as

net revenue from our Railways. Heavy commitments under Capital expenditure in regard to large projects and schemes embarked upon and which have to be brought into a stage of completion render the problem of ways and means for such expenditure without further public borrowing extremely difficult. An estimate of such capital expenditure, in the next few years, may roughly be placed at nothing below Rs. 50 lakhs a year. This will necessarily mean an additional liability on account of interest and sinking fund charges if it has to be found from borrowed money. It is, therefore, absolutely necessary to devise measures to increase the revenues under Railways, Electric, and Krishnarajasagara, and to make vigorous efforts to put the Mysore Iron Works on a proper financial footing. Whatever measures may be adopted towards these objects, they cannot be expected to produce immediate results and disappointments and losses are to be anticipated, specially in regard to the Iron Works, for some time to come; and this brings us to the question as to how the Mysore finances can be relieved of the undue strain under which they are now labouring.

There are three important directions from which substantial relief may be expected and these have been briefly referred to in my last Birthday Address to the Representative Assembly. It may, therefore, be of interest to you to know what further progress has been made in regard to those matters during the past one year. Correspondence between His Highness' Government and the Government of India on the subject of utilizing the accumulated Sinking Fund intended for the Railway Sterling Loan has reached a satisfactory stage. If the final representation on this subject is successful, as we hope it will be, it will enable us to tide over three years at least so far as Capital expenditure is concerned without further borrowing. In regard to the Surplus Revenues of the Assigned Tracts, the position was rendered very uncertain by the orders of the Secretary of State issued in May last year, in respect of which His Highness' Government made representations to the Government of India last October. As the result of those representations, the Government of India were pleased to reopen the question for discussion and recently a scheme of settlement has been agreed to between His Highness' Government and the Hon'ble the British Resident which, it is hoped, will be finally accepted by the



Government of India and the Secretary of State. This settlement will remove, at least for 10 years,—the period of the proposed agreement,—the uncertainty in regard to the Assigned Tracts revenue which has disturbed the budgets of the past few years.

There is another subject of vital interest to the finances of the State, which has been actively pursued by His Highness' Government for some time past. I refer to the question of the Mysore Subsidy. A representation was made in 1919 to the Government of India for the total abolition of the subsidy on historical, economic and equitable grounds. Recently, as announced by His Excellency the Viceroy at the banquet held in his honor in Mysore, a general scheme of rebate of tributes has been formulated and communicated to us and we have been requested to submit our claim in accordance with the scheme. The general principle of remission of a tribute is that if the total Military expenditure including the tribute exceeds 15 per cent of the gross revenues of the State, a rebate to the extent of the difference will be sanctioned. After a careful examination of this formula, from the point of view of the Mysore State, His Highness' Government have considered it necessary to make further representations. As the matter is still under correspondence, I am not able to make a more definite statement as to the relief anticipated; but it is earnestly hoped that the British Government will view our representations in that spirit of fairness for which they are justly famous.

In my last Budget speech, I also referred to the two representations which had been made to the Government of India, one in respect of the Report of the Indian Fiscal Commission so far as it affects the Mysore State and the other on the subject of Customs Revenue. In regard to these matters there has been no substantial progress made although we are still pressing for the recognition of our claims. Mysore has a legitimate claim for a share in the Customs revenue collected in British India in so far as it is contributed by His Highness' subjects and the whole question of Customs and Excise duties has to be reviewed in the light of the changes in the policy of the Government of India itself as well as in the light of future developments in India towards federal finance. The question of the indirect contribution to the Imperial Exchequer is not a new one and it was raised by the late

Sir K. Sheshadri Iyer so far back as 1896. We raised it again in the year 1919 in connection with our representation relating to the subsidy. We have besides expressed our agreement with the view contained in the memorandum submitted by Indian States claiming a share in the customs revenue.

In view of the changes that are likely to be introduced in the Central Indian Government, the Provincial Governments as well as the Indian States, it is absolutely incumbent upon us to press these matters for the consideration of the Government of India as vigorously as possible so that not only the Mysore interests may be safeguarded, but the Mysore State may get its share of the revenues to which she is rightly entitled. It is also necessary, in this connection, to press again the view expressed in the representation we made last year in regard to Customs and Tariff Policy. We referred to the recommendations in the Report on Indian Constitutional Reforms and urged that means should be provided to secure a joint deliberation between the Government of India and Indian States in all matters of common interest, of which the Tariff Policy of the Government of India is one. Such joint deliberation is essential and the Mysore State should press for representation on any Committee or Assembly in which such deliberations take place. With a view, therefore, to protect the interests of the Finances of Mysore generally and as a matter of vital concern to the State, His Highness' Government are now making further representations in regard to these large questions and they will not rest contented until a satisfactory decision is secured.

However persistent our efforts may be to improve our financial position by all internal measures of economy and development of revenue, it is unlikely that we shall enter in the near future on the era of surpluses, unless substantial relief is given in the Subsidy and unless the legitimate claims of Mysore to Customs are fully recognised. Our Railway extension policy is at a standstill; the further development of the Krishnarajasagara project under the definite programme which has now been decided upon after the conclusion of the agreement with the Government of Madras, the extension of Primary Education, the development of Agriculture, Commerce and Industries, improvement of tanks, the opening of new irrigation



works, all these have to lie over for an indefinite period if our resources are not substantially augmented. Such a state of things cannot but be viewed with disappointment and anxiety. Without sufficient reserves, it will be obligatory on our part to resort to public borrowings which, in the case of works like irrigational works which cannot be expected to pay soon or pay fully, will mean a larger drain upon the annual resources of the State, bringing in its train restricted activities in the various departments of administration, general inefficiency and stagnation.

### Review of Expenditure.

It will be interesting, in view of the policy of retrenchments actually pursued, to examine the general standard of expenditure that has been adopted by the administration during the past and the current years and the policy that is proposed to be adopted in the budget year.

The dominating feature of Financial Policy for some time past has been retrenchment, and considerable reductions have been effected throughout the period both on the recommendations of the Special Finance Committee and on the initiative of Government themselves. The savings and economies made are not all the result of definite orders formally passed or published, and they have been made on every occasion that offered itself, especially on the occasions on which the annual budgets were framed. The total amount of retrenchment cannot, in such circumstances, be calculated from particular orders of Government passed on the subject and the only method under which the aggregate reductions made can be calculated is that of comparing the standards of expenditure from year to year. For comparing like with like and for limiting the comparison to expenditure which alone is susceptible of reduction, it is necessary to eliminate the items of Sinking Funds, Interest and contributions to Depreciation Funds, and for making the calculation comprehensive, it is also necessary to include all charges, whether capital or revenue and whether shown on the side of charges or on the side of receipts. I subjoin a statement of figures for five years tabulated as above. (Appendix).

It will be seen that the aggregate level of all kinds of charges in the two years 1920-21 and 1921-22 was about Rs. 5 crores. In the year 1922-23 it was reduced to

about Rs. 417 lakhs and in the Budget year it is expected to stand at about Rs. 404 lakhs. The reduction in the standard of expenditure, comparing the first and the last years of the quinquennium, is Rs. 101 lakhs. The real reduction is larger still, as, though retrenchment has been the main object of Financial Policy, it has been impossible to prevent some additional charges, as no administration can keep its expenditure under all heads absolutely stationary. Some additional expenditure has had to be sanctioned, especially under Education, Railway and Electrical Departments and the reduction exhibited in the above statement is in addition to that absorbed in meeting such expenditure. The figures can be further analysed into departments and classes of expenditure under which retrenchments and economies have been made. But I think it is unnecessary to go into such details here as the particulars I have given are sufficient to show the efforts made for bringing down the standard of expenditure and the very substantial reduction made in it.

### Educational Expenditure.

The State grant for Education including the University has been fixed at Rs. 45,66,000 as against Rs. 42,92,000 during the current year. The grant for the University has been raised from Rs. 6 lakhs to Rs. 7,44,000. This large increase has been inevitable mainly for two reasons. In the first place, owing to the strain on the finances, the grant to the University during the last two years had to be very considerably reduced with the result that the University had to draw upon its balances for meeting a portion of its normal requirements. These balances have now become considerably depleted. In the second place, a large extra grant has had to be made for providing accommodation to the increasing number of students who have taken up science subjects for their optionals and who seek admission to the Central College. A Committee was appointed by the Senate to examine this question in detail and formulate proposals. The Committee, in consideration of the probable demand for admission during the next four years from 1924—27; submitted certain recommendations but the University Council was in favour of considering the immediate requirements for the next two years only. The extra expenditure for the admission of 260 students during the next year and 310



during the year after next has been estimated by the Council to be Rs. 76,000 non-recurring and Rs. 54,000 recurring. After a careful consideration of the proposals and subject to further scrutiny, Government have provided Rs. 90,000 for the purpose in the University budget, besides arranging to transfer to the University a building costing about Rs. 1,50,000.

The question of instituting a Medical Faculty in the University which has been under consideration for some time past has now assumed a definite shape. In view of the increasing demand for medical relief all over the State and the difficulty which our students experience in obtaining admission to the Medical Colleges in British India, the Government have approved of the proposal of the Senate of the University to open a Medical College in Bangalore from next month in connection with the Medical School already existing. We are at present spending a sum of about Rs. 33,000 on the Medical School. We also incur heavy expenditure amounting to about Rs. 32,000 a year by way of stipends and subsidies on behalf of our students reading in the Medical Colleges outside Mysore. The report of the Committee appointed by the Senate of the University to work out the details of the scheme shows that for some years to come, the extra expenditure incurred on account of the Medical College will not be heavy and an additional grant of Rs. 15,000 for this purpose has accordingly been included in the University budget.

In my Address to this Assembly last June, I referred to the necessity for equipping our University for teaching not merely of the Arts and Humanities and of pure sciences, but also the application of sciences to agricultural, technological and vocational subjects. The institution of technological courses in the University is dependent on the introduction of similar courses in the secondary stage of education. In connection with the scheme of revision of the S. S. L. C. Scheme which has been examined at length by a Special Committee as well as by the University, the Government have just passed orders providing for the introduction of vocational studies in the High School course. The scheme for the institution of technological courses in the University has now to be worked out. Such a scheme, while it would result in the diversion of a large number of students now pursuing the study of

pure Arts and pure Sciences towards industrial and agricultural pursuits, will involve material addition to the expenditure of the University. The University has also under consideration a scheme of Intermediate Colleges providing instruction for two years after the S. S. L. C. stage in lieu of the present University Entrance course of one year. The scheme has yet to be worked out in detail, but if it is eventually decided upon, it will involve substantial additional expenditure.

The Senate has proposed the institution of a Law Faculty with effect from the next year, but no provision has been made for this in the budget as this is not a matter of pressing necessity and as the available funds have to be utilised for meeting other urgent and unavoidable requirements. The institution of the Faculties of Teaching and Agriculture cannot also be long deferred.

It will thus be clear that the Government grant to the University will have to be further materially increased in the not distant future if the University is to maintain a high standard of efficiency and serve the vital needs of the country.

The net grant under Education, exclusive of the University, has been raised from Rs. 36,92,000 to Rs. 38,22,000, while the gross expenditure inclusive of contributions from Local Bodies is Rs. 48,12,000 as against Rs. 43,40,000 during the current year. The bulk of the addition to the gross expenditure is on account of developments sanctioned in connection with the utilisation of the Education Cess levied by District Boards.

Among the important items provided for out of the State Funds, I may mention the following: —

An allotment of about Rs. 13,000 has been made for starting a High School at Tiptur as promised by me at the last Dasara Session of this Assembly. Provision has been made for opening a Practising High School attached to the Training College at Mysore. A provision of about Rs. 10,000 for the improvement of training facilities has also been made.

Reference was made in my last Dasara Address to the deputation of an officer to report on the condition of the Science Laboratories in High Schools. His report shows that a sum of Rs. 2½ lakhs spread over a few years would be required for bringing the laboratories to an



efficient and up-to-date condition. A small sum of Rs. 15,000 has been provided for the purpose to make a beginning. In accordance with the policy of making grants from the Government for educational improvements in the districts levying education cess, under which a sum of Rs. 10,000 a year has been granted to each of the Districts of Bangalore, Chitaldrug and Hassan for accelerating the conversion of aided Primary Schools into Government institutions, a sum of Rs. 15,000 for making similar grants in the Districts of Shimoga and Tumkur, which have since decided to levy the cess, has been provided. A sum of Rs. 5,000 has been included in the budget for making a beginning with the scheme of medical inspection in schools. A sum of Rs. 1,30,000 including Rs. 20,000 for building grants to aided agencies has been provided. Of this, a sum of Rs. 50,000 will be met from the balance available out of the amounts surrendered by the District Boards on account of buildings and equipment. A small provision of Rs. 4,000 has also been made for effecting certain improvements in the administrative and the higher Inspecting organisation. It is proposed to replace the two Circle Inspectors with territorial jurisdiction by two Inspecting Officers, one for Primary and Middle School Education and the other for High School Education and Normal Training. For securing the efficiency of teaching of Science in High Schools, an Inspector of Science Education will be appointed. Owing to the enormous increase of work in the office of the Inspector-General in connection with the utilisation of the Education Cess, the need for strengthening the Head-quarter office has been keenly felt, and it is proposed to appoint an Assistant Inspector-General in addition to the Personal Assistant, at the same time abolishing the post of Special Officer. The gradual increase of expenditure on Education justifies the strength of the organization of the Department at headquarters.

The whole question of Education Finance is now the subject of a special review by the Government with reference to the levy of Education Cess and the contribution from local resources. The total burden that may fall upon the State finances on account of Public Instruction excluding University, according to the policy of development laid down, is likely to come up to the sum of Rs. 60 lakhs. This involves heavy additional expenditure, and

it is a matter for serious consideration how this liability is to be met and what proportion is to be fixed for contribution from local resources.

### Public Debt.

It will be of interest to you to learn the exact position in regard to our Public Debt. We have now five outstanding loans. The Railway Sterling Loan is redeemable at our option, and it is now under consideration to utilise, for capital purposes, the Sinking Fund so far built up for it and start forming a new Sinking Fund. The sinking fund required for the  $5\frac{1}{2}$  per cent loan has been fully built up. Sinking funds are now being formed for the remaining three loans, *viz.*, the  $6\frac{1}{4}$ ,  $6\frac{1}{2}$  and 7 per cent loans. The amount of annual contribution to the sinking funds of these three loans has been calculated on the assumption of contribution of equal amounts during each year of currency of loans, and the investment of the contributions together with the annual interest on them so as to earn 6 per cent.

The need for forming sinking funds and keeping such funds in readily marketable securities is of paramount importance, and the policy laid down has been strictly adhered to.

Against a total debt of nearly Rs. 350 lakhs of rupees covered by these three loans, a contribution of about Rs. 68 lakhs from the general revenues has been made towards the sinking funds, and the amount which will accumulate thereon at compound interest on the dates of redemption is, roughly, Rs. 125 lakhs. It will be noticed from the statements before you that we have made full contribution towards sinking fund charges, both in the previous year and the current year, and we propose to do the same in the Budget year also. By this process we shall gradually reduce our Public Debt and save the drain on the general revenues on account of the service of unproductive debt and make it possible to resume the formation of reserves which will enable us to finance expenditure on developments.

### Reserves.

I explained in my Address of October last the measures taken for maintaining adequate reserves for meeting



all liabilities that should reasonably be anticipated. These liabilities are on account of Sinking Funds, Famine Insurance Fund, Depreciation Funds, Savings Bank, Provident and Insurance Funds and the Funds of Local Bodies and others who bank with the Treasury. The whole of the Sinking Funds has been invested and the value of the securities held on their behalf is about Rs. 68 lakhs. The Famine Insurance Fund has also been fully invested and securities of the value of about Rs. 55 lakhs are held on its behalf. Fifty per cent of Savings Bank deposits and a reasonable proportion of other funds are also held in securities. The Depreciation Funds are, however, not in liquid form, but, cash for meeting the current demands on them is being provided from our general resources and even as regards these Funds, attempts are being made to hold as large a part of them as possible in liquid form and make their balances readily available for meeting demands.

These investments should, as a matter of sound financial policy, be left intact and not raided, no matter what the temptation may be. Budgets must be balanced at any sacrifice without resorting to any reduction in the annual contribution to sinking funds. These are the main lines of policy which have been pursued during the past two years, and it is our determination that they should continue to be pursued in the future.

### Capital Grants.

The total grant sanctioned for all Capital Works in the current year was Rs. 47 $\frac{3}{4}$  lakhs but the expenditure is not expected to exceed Rs. 38 $\frac{1}{4}$  lakhs. The major part of the lapse occurs under Electrical works and it is due to the fact that the estimate for reconstructing the Bangalore Transmission Line for which a grant of Rs. 7 $\frac{1}{4}$  lakhs had been allowed required reference to an expert authority and there was accordingly some delay in starting the work. For next year, the aggregate grant proposed for Capital Works is Rs. 47 lakhs and the whole of this demand will be met from the general cash resources of the State without resort to a public loan. The Technical Advisers of Government have held the opinion that the gap in the middle of the Krishnarajasagara Dam should be closed and the Waste Weir works completed with the

least possible delay and the grant proposed for the Krishnarajasagara Works is accordingly the comparatively large sum of Rs. 15 lakhs. The Electrical Department has been allowed a total grant of Rs. 15½ lakhs and of this amount Rs. 12 lakhs are on account of reconstruction of the Bangalore Transmission Line. A part of the outlay on this work and on the Sixth Installation is chargeable to the Depreciation Fund of the Department and the total grant is, therefore, shown under two heads, *viz.*, Rs. 10 lakhs under "39. Electrical Works," and Rs. 5½ lakhs under "Depreciation Funds." For Iron Works, an allotment of Rs. 10 lakhs is allowed, mainly for the installation of refining plants and the development of the foundry to make the products of the concern readily marketable. The grant for Railways is Rs. 12 lakhs and of this amount Rs. 5 lakhs are for the lines worked by the Madras and Southern Mahratta Railway Company and Rs. 7 lakhs for the lines worked by the Government. The entire provision is for Open Line works and the bulk of the allotment for Mysore Railways is for the capital part of the outlay on the renewal of the permanent way between Bangalore and Mysore with heavier rails.

### Electrical Department.

The capital expenditure of Electrical Department from 1900-01—the year in which the Department came into existence—to end of the current year is Rs. 179 lakhs and this investment earned, in the same period, a total revenue of Rs. 273 lakhs after meeting working expenses and Depreciation Fund charges. After allowing for interest on capital, amounting to Rs. 72 lakhs, the share of net revenues representing pure profits is Rs. 201 lakhs which is Rs. 22 lakhs more than the capital invested in the concern. Based on the Revised Estimate, the rate of yield on capital in the current year is 13½ per cent including interest proper and about 9½ per cent after meeting interest charges. These results are very satisfactory but they require revision, in view of the fact that with the construction of the Krishnarajasagara,—the first stage of which is almost entirely electrical, intended as it is for ensuring a continuous supply of water throughout the year for generation of power and also for increasing the quantity of water for production of more power than was



possible without the Reservoir—the Electrical and the Krishnarajasagara Works have to be treated as one combined concern. Orders will soon be issued to compile the Capital and Revenue accounts of the Hydro-Electric Works including the Krishnarajasagara on this basis and revise the calculation relating to the rate of return on capital invested. Even after this revision and reduction in the rate of return, this combined project will continue to maintain fully its character as a productive work.

### Krishnarajasagara.

To end of the current year the total capital outlay on the Reservoir and the two low-level canals is Rs. 196 lakhs and for completing as rapidly as possible the Dam and the Waste Weir works, an additional allotment of Rs. 3 lakhs was sanctioned this year and a grant of Rs. 15 lakhs is provided for next year. The expectation in regard to the Electrical revenue anticipated from the Reservoir has been fully realised and efforts are being made to improve its irrigational revenue.

There is an increase of about Rs. 1½ lakhs in the net revenues taken credit for in the budget under this head. Orders of Government on the report of a committee of technical officers as regards the urgent works to be undertaken, have been issued in December last, and recently another order sanctioning certain surveys for the irrigation provided for in the agreement between the Madras and Mysore Governments, was passed. There appears, unfortunately, judging from recent comments in some of the Madras papers on this subject, some misapprehension in the mind of our neighbours regarding the settlement, which it is hoped will be removed when the full text of the agreement is published. The details of this settlement, the future programme of works and the general policy will be set forth in detail in a Government order which will be published shortly.

### Railways.

We counted on a gross revenue of Rs. 80 lakhs in the current year from all our lines worked by the Company and by ourselves but there has been a disappointment in this expectation to the extent of about Rs. 6 lakhs. The unfavourable economic and agricultural conditions materially reduced the traffic offering for transport and a reduction of about Rs. 3 lakhs in the revenue of the lines worked

by the Company and of about the same amount in that of the lines worked by the Government is the result. The charges on revenue show, however, a reduction larger than the falling off under earnings with the result that the net revenues are better than the budget anticipation by about three-fourths of a lakh. For the next year, the gross receipts have been taken at Rs. 75½ lakhs which is about a lakh more than the Revised, and as the level of total charges on revenue including the contribution to the new Depreciation Fund is about the same as that in this year, the net revenues in 1924-25 are about a lakh better than the Revised.

The proportion of working expenses to gross receipts is maintaining its downward tendency but there is still need for continued vigilance for effecting further economies and reducing the standard of expenditure as far as possible. The improvement of earnings of some of the lines also requires much attention and we must depend upon both increased revenue and reduced expenditure for making the financial position of the lines satisfactory.

### Railway Revenue Finance.

In the scheme of Financial Reforms which I placed before this Assembly in June 1922, I reviewed the position in regard to Railway Finance and drew pointed attention to the need for reducing working expenses and for improving the revenue yielding capacity of the lines. I should like to indicate to you the result of efforts made in this direction in the period of three years from 1922-23.

The Revenue expenditure of our lines worked by the M. & S. M. Railway Company is not under our control as, under the existing system, such expenditure is a share of the total charges incurred on the whole system, assessed in proportion to our gross revenues. I shall therefore confine my remarks, in regard to the control over expenditure, to the lines worked by us. For appreciating the correct relation between gross earnings and working expenses in the period from 1922-23, it is necessary to invite attention to one important factor which has largely influenced the level of working expenses in that period. I refer to the special charges which have had to be incurred in renewing the permanent way of the Bangalore-Mysore Section, in replacing different items of rolling stock, in re-sleeping the Birur-Shimoga Section and in



carrying out other similar works. These measures had far too long been delayed and it was impossible, on the ground of public safety, to put them off any longer. In the absence of a Depreciation Fund built from annual earnings, it was inevitable that the cost of these measures should be borne by current revenues, and our general finances had to be subjected to this additional strain when they could least bear it. The cost of these measures in the year 1922-23 was Rs. 2.97 lakhs, and in the current year it is expected to amount to Rs. 7.82 lakhs and in the coming year, provision has been made for Rs. 6.87 lakhs for works of this special character.

These charges are abnormal additions to working expenses and it is necessary to isolate them, for ascertaining the proper relation between gross earnings and normal working expenses, and the improvement in that relation from year to year. Calculated on these lines, the working expenses of the lines were Rs. 26.28 lakhs in 1922-23 and Rs. 25.29 lakhs in 1923-24 and they are expected to be Rs. 24.61 lakhs in 1924-25. Expressed in terms of percentages of gross earnings, these figures represent 84 per cent in 1922-23, 82 per cent in 1923-24 and 78 per cent in 1924-25. I hope the trend of these figures will be considered satisfactory. I am aware of the fact that even the percentage of 78 is still very high and sustained efforts are necessary to reduce it further.

The annual standard of gross earnings has an intimate bearing on the calculation of these percentages and I am sorry to say that this standard has kept stationary at about Rs. 31 lakhs in all the three years. I, however, believe that the stationary character of gross receipts is only a temporary phase and that Railway revenues will recover their usual tendency to grow, with the improvement in agricultural and economic conditions. There are three factors on which I count for an increase in the net earnings of Railways in future—

- (1) Growth of gross revenues,
- (2) Further economies in working expenses, and
- (3) Cessation of the need for special charges.

You will probably expect me to state in this connection, what attention we have paid to the problem of separating Railway Finance from General Finance.

I may say that such separation is one of the main objects of our plan of Financial Reform. We have to aim not only at separating Railway transactions from General Administration, but also at the separation of the finances of all our productive concerns. Part III of our Revenue Account proposes to achieve these objects but, the further elaboration of this scheme of separation will have to wait until Part I of the same account is reduced to a condition of complete stability.

The first step towards stabilising our railway revenue has been taken in the budget estimates by the establishment of a Railway Depreciation Fund: It is proposed to meet all the heavy renewals out of that Fund in the budget year and the question of setting apart a certain percentage of net earnings every year for this Fund is now engaging the active consideration of the Government. It is hoped that when the renewal works now being carried out are completed, there will be a substantial increase in net revenues and it is necessary not to take credit for this increase and utilise it for general administrative purposes but to set apart the major portion of it for necessary improvements and developments in the future.

### Bhadravati Iron Works.

In my opening speech at the meeting of the Legislative Council held in April last, I reviewed the results of the operation of the Bhadravati Iron Works to end of December 1923.

During the five months of the current calendar year, the plant has been working without interruption, production has increased by 50 per cent and appreciable reductions have been made in the cost of manufacture. These advantages, however, have been off-set by a decline in the prices of pig iron and more recently also of wood distillation products. But even at the reduced rates now obtained it is estimated that the value of output since 1st January 1924 will be sufficient to cover the expenses of operation.

Including provision made for the purchase of alcohol refining and tar distillation plants, a sum of Rs. 15·5 lakhs was sanctioned for capital expenditure during the year 1923-24. Orders for the refining plants were placed late in the year and the bulk of the allotment made for this purpose and for certain incomplete works, amounting



in all to Rs. 5 lakhs, is likely to lapse. This amount has to be given as a re-grant for the next year. In addition, the Board of Management have applied for an allotment of Rs. 8 lakhs to carry out certain fresh works, including the equipment of a foundry for manufacturing cast iron pipes and other finished products. The total grant asked for is thus Rs. 13 lakhs, of which it is intended to provide Rs. 10 lakhs according to the draft budget estimates placed before this House.

The revenue estimates of the undertaking for the coming year, which will be separately dealt with by the Government, provide for Rs. 17 lakhs on account of expenditure and the income is assumed at the same figure. It is possible that the actual working may result in a small profit or loss, depending upon market conditions during the year, which it is impossible to forecast at present.

It is not necessary to give further particulars in this address regarding the operation, results and prospects of a commercial undertaking. This information, however, will be embodied in a separate statement for confidential circulation to the members of the Legislature.

### Other Industrial Concerns.

A sum of Rs. 30,000 was spent in the current year in improving and expanding the Soap Factory to increase its output and reduce the cost of production. No capital expenditure is proposed to be incurred in the next year on any of the concerns under the control of the Industries and Commerce Department. These concerns with the exception of the Weaving Factory and the Arts and Crafts Workshop worked at a profit this year and all of them are expected to work at a profit in the next year. The profits of the Soap Factory show an appreciable increase and they are about half a lakh both in this and next years. As the result of the various measures adopted for the purpose, the working of all the concerns under the Industries and Commerce Department shows improvement. There is, however, need for continued attention for making the concerns, other than the Soap Factory, fully paying and thus prove the possibilities of making a financial success of industrial undertakings pioneered by Government.

### Conclusion.

I have now completed a general review of the administration of our finances and I hope that the explanation of the various important features connected therewith will prove to your satisfaction that the Government have been bestowing all the care and attention possible to improve the position. Necessary capital expenditure has been provided to make further progress in respect of our larger schemes without recourse to borrowing. The resources are being developed, expenditure is well under control and for the next year a policy of liberal grants has been adopted in all the departments affecting the moral and material progress of the people, without infringing on the obligations to balance Revenue and Expenditure, after providing fully for interest and re-payment of our public debt. The policy adumbrated in my Address to the Representative Assembly that met in June 1922 has been steadily kept in view and after a period of annual deficits, equilibrium of Revenue and Expenditure has been more than restored in 1922-23 and will be maintained in the financial results of this year's administration. But for this improvement which in part, is in anticipation of my triennial forecast, it would not have been possible to frame the budget now before you which affords opportunities for development measures to which we are committed, but which were postponed on account of financial stringency.

Rapid changes are taking place all over the world and in India, things move more quickly now than before. The State of Mysore which has been in the vanguard of progress in the past cannot afford to stand still. Her interests in any scheme of federation of States have to be closely protected. While our financial investments and productive works have to be cautiously administered to secure proper returns, possibilities of further development of the resources of the State have yet to be explored. I have every confidence that in all these larger questions, His Highness' Government, by all their endeavours in closer association with the people's representatives in the administration, will be able to secure results which are bound to enhance materially the prestige of the State as well as the prosperity of the people of Mysore.

A. R. BANERJI,  
*Dewan of Mysore.*

*9th June 1924.*



## APPENDIX.

(Figures in lakhs of Rupees.)

	1920-21	1921-22	1922-23	1923-24 Revised	1924-25 Budget	Difference between cols. 2 and 6
1	2	3	4	5	6	7
Charges shown on Expenditure side ..	322.36	304.15	279.78	285.36	284.87	—37.49
Charges shown on Receipt side ..	71.70	78.55	85.82	76.49	72.35	+ .65
Capital outlay ..	110.92	112.96	51.11	38.26	46.91	—64.01
Total ..	504.98	495.66	416.71	400.11	404.13	—100.85

**Dewan's Closing Speech.**

17th June 1924.

GENTLEMEN,—It is now my pleasing duty, after a long and strenuous Session lasting over a week, to make a few closing observations before this House is adjourned. In the first place, I should like to express my acknowledgment to the House as a whole, for the smooth and businesslike manner in which the discussions relating to the several intricate problems of finance as well as administration and legislation that were put before it were conducted, and the ready and willing co-operation that was afforded to me in the matter of the allocation of time which, as I stated in my Opening Address, was a question of some difficulty as well as delicacy. I compliment the House on the able manner in which it discussed the Budget resolutions as well as the legislative measures that were put before it, specially in respect of the Muzrai Regulation and the Amendment of the Press Regulation. As regards the former, it is unnecessary for me to repeat the assurance given already by the Member in charge of this measure that Government do not intend to assume any larger control or increase the powers of interference over religious institutions than those contemplated under the old Regulation of 1913 and the amending Bill is only a Bill to consolidate the existing law as well as to remove the anomalies and practical difficulties of administration that have come to the notice of Government during the past 10 years.

As regards the amendment of the Press Law, this is not the first time that this difficult question has come up before the Representative Assembly. If I have been able to ascertain from the trend of past discussions the general opinion of the Assembly members on the subject, I have no hesitation in saying that there is a majority of opinion in favour of the repeal of the present Press Law as well as the substitution in its place of another law which, while not stifling honest journalism, will possess adequate means of control in respect of newspapers which are habitual offenders under the laws of sedition and defamation.



The view that has been expressed by the majority of the members of this House on the Bill that has been placed before it will enable Government now to place the draft Bill before the Legislative Council at the earliest possible opportunity, and I for one consider that the draft Bill is the only possible solution and the safest possible compromise of the principles involved in the matter of the relationship between Government on one side and the newspaper press on the other.

The consideration of the Budget for the next year was the chief business of this Session and two and a half days were devoted for the discussion of its general principles and policy and two days to that of the specific recommendations made in the resolutions moved by the members. His Highness' Government feel gratified that, judging from the criticisms that have been made in respect of the general policy of the Budget, there is a consensus of approval although the majority of speakers who took part in the discussions evinced a desire for larger grants under the major heads of moral and material development. I have taken some pains to calculate the sum total of such recommendations, and it will perhaps interest the members of this Assembly to know that the grants additionally asked for would come to at least another Rs. 10 lakhs. Suggestions were made by some to the effect that all such additional expenditure is obligatory on the part of Government and should be met by economies and retrenchments, and in respect of the frontal attack made by our friends Messrs. Abbas Khan and B. Narasinga Rao on the standard of expenditure under salaries, establishment, etc., as shown in the Budget, I think this deserves more than a passing notice and a satisfactory answer. It is a well-known fact that the standard of expenditure of every department has recently been subjected in the last few years to the closest possible scrutiny. The possibilities of economies and retrenchments have been fully explored and all feasible savings secured by abolition of appointments, by cutting down the rates of travelling allowances, by curtailing the allotments for contingent charges and by eliminating all items of expenditure of an optional character. Reviewing the action taken on the recommendations of the Special Finance Committee, Government observed in their Order dated 13th January 1923, that out of a total departmental expenditure of about Rs. 250 lakhs open to

retrenchments, as large a fraction as one-fifth, *i.e.*, about Rs. 50 lakhs had been reduced. I hope that the magnitude of the retrenchments thus effected would be considered sufficient proof of the seriousness of the efforts made to prune away whatever excessive growth of expenditure there was, of the measure of success that has been achieved and of the practical impossibility of making any further substantial cuts. Any further demand for the application of the scissors appears to me, at the present moment, as not within the range of practical politics. I have repeatedly given the assurance that Government will not hesitate to effect further reduction in expenditure wherever possible, but I must state once for all that it is not the intention of Government to start another elaborate campaign of retrenchments by the establishment of any investigation Committee like the one which we have already had in the year 1921. The administration has been considerably upset—nay I should say, dislocated—its efficiency has to a large extent been affected by the drastic retrenchments that were made as a result of the deliberations of the Special Finance Committee and on the Government's own initiative and further, many of the useful activities of the administration in those very departments which to-day are clamouring for larger grants than it has been possible for Government to provide in the Budget, were left practically starved during the three years without any means of providing anything beyond what was absolutely necessary for carrying on. I am prepared to go into any particular proposals for cutting down expenditure here and there and in that respect whatever suggestions have been made will be fully investigated in the coming year, but I would like to point out that even if the largest possible amount of further retrenchments is taken into account, it will not meet even a small fraction of the expenditure that Government are asked additionally to provide in the Budget for the various schemes and development measures with which Government have no doubt the fullest sympathy.

I regret that the general criticism too often levelled against Government that a very large part of the public revenues is absorbed in paying the salaries of officers and that not much of it is left to be expended on objects which are of direct benefit to the people, has as usual been again brought forward in the present Session. I am afraid that



those who hold this view have not paused to enquire into the nature of the duties of Public Service Departments and the kind of outlay required for the performance of such duties. Excepting expenditure on works—which is only a small part of the whole—the bulk of the outlay of a Government cannot but consist of salaries. This will be evident from a glance at the expenditure side of the Budget itself. Take for instance any of the following departments. Land Revenue, Excise, Income-tax, Stamps, Registration, Supervision of Mines, General Administration, Scientific and Miscellaneous Departments, Courts of Law, Jails, Police, Medical and Sanitation, Vaccination, Education, Agriculture, Industries and Commerce, and Co-operative Societies; the expenditure incurred on departments like the above is almost entirely on salaries and it cannot be otherwise. The administration and collection of revenues, the preservation of peace and order, the maintenance of Educational Institutions and the affording of help and guidance to the public in matters like agriculture, industries and co-operation are themselves the public objects for which the different departments exist. Even in the case of departments like Forest and Public Works which are engaged in the conservation and exploitation of resources or in the execution of works, there is need for adequate establishments, for the efficient performance of these duties and the expenditure on salaries of a fairly large part of the funds allotted to them is unavoidable. It will thus be seen that the major part of the revenues of a Government must necessarily be spent on salaries, and it is not fair to regard this inevitable feature of public administration as something abnormal or avoidable. Further, no activities of any department can be combined or developed without suitable agencies and even when lump sums are asked for, it is forgotten that part of the money provided has to go towards the necessary establishment.

Yet another criticism is that the administration is too heavy, that the policy of retrenchments has only resulted in the removal of low-paid men and that the cost of some of the offices like the Secretariat continues to be extravagant. These observations, again, are, I fear, unfounded. As stated in the order passed on the Report of the Special Finance Committee, 115 gazetted appointments carrying a salary of Rs. 100 and above up to Rs. 1,000 per month have been abolished. It is true that here and there some

new appointments have had to be created. I would, in this connection, invite your attention to what I stated on this subject in my Opening Address. An administration is a living organism and if it should function properly, it should adapt itself to changing conditions. Let me illustrate this point by giving one or two instances. We are gradually extending the Separation Scheme to the remaining districts and this measure requires the creation of a few appointments of Magistrates. Again, the Constitutional Reforms have necessitated the appointment of a Secretary to the two Houses. When new conditions of this kind call for a few fresh appointments, it is not fair to find fault with Government for sanctioning them. The greatest possible vigilance is being exercised for keeping down the expenditure on establishments and I shall give an instance in support of this statement. I do not know if it is sufficiently realised what a large addition to the work of the Secretariat and the subordinate offices is entailed by the preparation of the material necessary for answering the increasing number of interpellations by members of the Representative Assembly and the Legislative Council. The replies to the interpellations at this Session of the Assembly with the connected appendices form a printed compilation of 52 pages of foolscap and even that did not satisfy the members in some instances and the additional work thrown on the staff, superior and subordinate, of all departments in making this material ready at short notice may, I think, be well imagined. No extra staff, however, has been so far entertained in the Secretariat or other offices for attending to this work. The existing establishments, gazetted and non-gazetted, reduced in many cases according to the policy of retrenchments, are trying to cope with the ever-increasing work. I hope that the critics who demand more and more retrenchments even in existing establishments will kindly bear in mind, the growing volume of public work and the exacting conditions under which it has now to be performed. As regards the Secretariat, I may state that its cost in the year 1918-19 was Rs. 4.77 lakhs, and it was brought down in the year 1922-23 to Rs. 4.25 lakhs, *i.e.*, by half a lakh and this reduced level is now being adhered to in spite of the very appreciable additional work which has devolved and is still devolving upon this office.

I unreservedly admit the paramount need for keeping the cost of Government departments as low as possible,



but may I also urge that the Executive which is entrusted with the duty of efficiently carrying on the administration from day to day and which is unaccountable for the stewardship of the vital interests committed to its care, requires some latitude in regard to the agency and organization necessary for the discharge of its heavy and growing responsibilities.

Some of the members observe that if provision had been made, as in the past, for the Reserve Funds, the Budget for next year would have resulted in a deficit. I can only refer those who offer such criticism to the condition of our annual finances for some years previous to 1922-23 and the strenuous efforts that were required to reach the position in which we find ourselves to-day. This criticism overlooks the fact that we were confronted by chronic deficits and that by persistent endeavour we have reduced our annual Budgets to a condition of equilibrium. The scheme of Reserves devised in the days of substantial and recurring surpluses provided for an annual contribution of Rs. 5 lakhs to the Famine Insurance, Rs. 5 lakhs to the Irrigation Capital, and Rs.  $3\frac{1}{2}$  lakhs to the Non-recurring Reserve and for a saving of 60 per cent. of Gold Mining Revenues for the formation of a Capitalization Fund and between them all, these contributions amounted annually to about Rs. 21 lakhs. For want of resources, the contribution to the Irrigation Capital Reserve ceased from the year 1919-20 and those to the remaining Reserves from the succeeding year. Without paying anything to these Reserves, the Revenue Account of the year 1920-21—remember please without paying anything for this Reserve—closed with a deficit of about Rs. 30 lakhs. Now let us see what is the corresponding position in the Budget of 1924-25. In place of a deficit of Rs. 30 lakhs we have a surplus of about Rs.  $\frac{1}{4}$  lakh and that, after, providing a sum of Rs. 42 lakhs for the service of loans raised for Capital Works since 1920. The improvement in the Budget for 1924-25 therefore compared with the year 1920-21 is thus Rs. 30 plus 42 plus  $\frac{3}{4}$  = Rs.  $72\frac{3}{4}$  lakhs. I would ask whether this is not a substantial improvement in our financial position and also whether it is not as much as could possibly have been accomplished within the short period of three years. This result has been attained both by expansion of revenue and by retrenchment of expenditure but it has enabled us only to

reach the stage of bare equilibrium. This is entirely due to the fact that we have some Capital Works which are still unable to pay for the service of the loans from which they have been financed. The Sinking Fund and Interest charges of the debt which is now unproductive involve a drain of Rs. 42 lakhs on the General Revenues and this amount is double that of the contributions to the Reserves, which we could easily have set aside every year but for this drain. I hope I have made it now quite clear that if we are not able to save a sum of about Rs. 20 lakhs annually for the essential Reserves, it is because some of our large productive works have disappointed expectations and the money which has been made available as the result of measures for the rehabilitation of our finances and which would otherwise have gone to the Reserves, have now to be diverted for the service of this unproductive debt. The criticism, therefore, that the contributions to the Reserves have not yet been resumed, overlooks some of these obvious features of our finances.

An observation was made that the cost of our Revenue Departments—Land Revenue, Forest, Excise and Income-tax—was excessive in comparison with the expenditure on the corresponding departments of the adjoining British Indian Provinces. I have had the percentages calculated for Madras, Bombay and Mysore and find that based on the latest available figures, the proportion of revenues absorbed in meeting the expenditure on these departments in Mysore compares very favourably with that in the two Provinces. The percentage in the case of Land Revenue is 22 in Mysore against 32 in Madras and 38 in Bombay; that for Excise is 6 in both Mysore and Madras against 10 in Bombay. In regard to Income-tax, the percentage is 4 in Mysore against 3 for the whole of India and this difference is due to more than one reason. Income-tax is only a recent levy in Mysore, and it will take some time for it to reach its proper level. Besides, the conditions of trade and commerce being what they are in the State, the yield of this tax cannot possibly be as large as it is in British Provinces like Bombay and Bengal. In spite, however, of these causes calculated to make the cost of administration and collection of Income-tax heavier in Mysore than in British India, I think that the percentage will be sensibly reduced with the growth of revenue on which we can confidently count. Taking Forest, the



proportion is 53 in Mysore as against 100 in Madras and 57 in Bombay and if the calculation is made on the Budget figures for the next year, the Mysore proportion stands reduced from 53 to 39. I may, however, add that in the case of a department like the Forest, the figures of revenue and expenditure alone are not sufficient for stating whether the administration is economical or otherwise and it is necessary to take into account important factors like the nature of the resources of the Forests, the methods and the agency necessary for their exploitation and conservation and the markets—far or near—where there is demand for the products to be disposed of, for making comparisons and drawing inferences from them.

Turning now to the various proposals made to augment the allotments made in the Budget, Government have carefully considered how far they can meet the wishes of this Assembly in the matter, and I am pleased to be able to announce that they are prepared to sanction additional funds for the following :—

	Rs.
Improvement of Town and Minor Municipalities ..	10,000
Village Improvements .. .. .	10,000
Extension of Separation Scheme in the Tumkur District .. .. .	15,000
Drinking Water Wells .. .. .	10,000
	<hr/>
	45,000

These will be accordingly put to the vote of the Legislative Council. The complaint about the inadequacy of allotments for Minor Tanks and for supplies and services to the Medical Institutions will be noted and, if possible, we shall go to the Legislature for supplemental grants in the course of the year, if the condition of our year's finances admits of this being done.

In the discussions on the Budget, reference was made by some of the members to the progress of primary education and expenditure thereon, and it was stated that the programme of conversion of aided schools outlined in the Education Memorandum had not been carried out. I have already explained that the financial resources calculated upon the Education Memorandum have not yet been realised and that this has been the reason for the slowness in carrying out the programme. Still a considerable measure of progress has been made with the help of

the Education Cess raised in certain of the Districts and the special grants made by Government. In the districts of Bangalore, Chitaldrug and Hassan, 41 new primary schools have already been opened and 329 aided schools have been converted into Government Schools. In the programme to be carried out in the coming year, it is proposed to open 90 new schools and to convert 615 aided schools into Government Institutions in the districts of Hassan, Shimoga and Kadur, as well as in Bangalore and Chitaldrug Districts. You will thus see that 131 new schools will be opened and 944 aided schools will be converted by the end of the coming year. This is an accomplishment of the programme to a considerable extent considering the financial difficulties we have to go through.

The complaint that the grant for Primary Education is not adequate overlooks the steady advance of expenditure during the past three years under this head. The expenditure has increased from Rs. 17,21,600 in 1921-22 to Rs. 20,67,700 in the current year and the expenditure sanctioned in the Budget year is Rs. 22,32,000. The Educational Budget, excluding the University, contemplates an expenditure of Rs. 38,22,000. If the general conditions justify Government will be prepared to supplement the grant for Primary Education by another Rs. 28,000, making a total of Rs. 38,50,000, but at present it is not possible to sanction this in the Budget which is now just balanced.

A further close examination of the Budget in the light of the explanations I have now furnished will, I hope, enable this House specially Mr. Narasinga Rao and Mr. Abbas Khan who most ably criticised its general policy to take a fairer view of the situation and remove the misconceptions that their remarks may possibly give rise to.

I am sorry that it has not been possible to complete all the business that was put in the Agenda at this Session even after extending the period fixed under the rules and standing orders by two days. Much of the business that remains undisposed of will naturally lapse, but it may be gratifying to the members to know that although technically they do lapse, Government will take due notice of the various matters that are intended to be brought to their notice by the several resolutions and representations yet to be considered and will bestow their careful attention on them in the course of the next year's administration.



Gentlemen, I thank you all again for the pains you have taken to help the administration with your advice and suggestions. I now declare the first Budget Session of the newly re-constituted Representative Assembly closed. I wish you all a safe return to your homes. We shall look forward with much pleasure to meeting you here again at the Dasara Session in October next. On behalf of Government I wish you all success in your work, which I hope you will now extend in your respective constituencies outside this Assembly, during the recess, by educating public opinion, by a careful study of all public questions and by setting up an efficient organisation of public life in the country which will consolidate all efforts for the promotion of the common good of all classes amongst His Highness' subjects.

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## MYSORE ECONOMIC CONFERENCE.

### Dewan's Speech.

AT THE OPENING OF THE RE-CONSTITUTED ECONOMIC  
CONFERENCE ON WEDNESDAY THE 18TH JUNE 1924.

It gives me great pleasure to be able to inaugurate the newly constituted Mysore Economic Conference which has now been made, under the Proclamation of His Highness the Maharaja of October last, a permanent organisation comprising the three Development Boards of Education, Agriculture and Industries and Commerce. As you may be aware, these three Boards have been recently re-constituted in close relationship with the Representative Assembly and the Legislative Council and also enlarged, so as to embrace within their fold various interests of a special character which must necessarily form an integral part in the new organisation intended for development work in the three main branches of Economic activities under the Conference.

It is unnecessary for me to dwell at any length on the importance of such an organisation as a part of the administrative machinery of the country. The Mysore Economic Conference, from the date of its inception in June 1911, has rendered valuable service to the people as well as to the Government in the field of Education, Agriculture and Industries and Commerce. In my Opening Address at the June Session of the Economic Conference in 1919, I had given an exhaustive summary of the work of the Conference since it was established, and described the sum total of the result of such work in two words, "awakening and enterprise." In that year, the Conference passed through a critical period in its history. It was then given a revised constitution and in the course of the vicissitudes through which it passed in the following three years before its activities were suspended on account of financial stringency, progress has been steadily maintained, and we are now able, after a short spell of suspended animation, to resume our activities under the ægis of the new Mysore Constitution.



The organisation of the Conference as revised in 1919 was a distinct improvement over that of its immediate predecessor and while the Conference was made a permanent adjunct to the administration, its work was linked up with the activities of the Districts through the District Boards. As you may be aware, the constitution of the Conference came in for review and examination by the Reforms Committee and what we are going to inaugurate to-day is the result of the decision of the Government with reference to the recommendations that were made by the Committee in this connection. The duty I have to perform to-day is to set in motion the work of the newly constituted Central Boards of Education, Agriculture and Industries and Commerce, the members of which are now present here at this joint Session, and to indicate to you all in general terms the present situation of the country in regard to development work with special reference to our activities in the immediate past since the Conference was suspended about two years ago. I also propose to indicate the possibilities which we have to keep in view in formulating our programme of work for the next year, for, as I have already stated before the Representative Assembly, everything moves fast now a days and we cannot afford to stand still, if we intend to keep abreast of the times and maintain the leading position which the Mysore State has been able to hold in the field of economic development in India.

Let me attempt a review, in the first place, of our present economic condition with reference to the development of industries. During the past five years since the Economic Conference was reorganised under the orders issued in 1919, there have been numerous causes in operation to retard development. Increasing uncertainties of the market, unstable financial conditions throughout the world, general disorganisation of trade created by the Great War, the recurring deficits in our budgets and the difficulties of new industries to meet foreign competition, had been generally unfavourable to economic progress. Nevertheless, since the year 1921 more than 12 crores of rupees have been invested in new industrial enterprises in the State and expansion of old concerns such as cotton and woollen mills, oil mills, rice mills, brick and tile factories, wood works, etc.

As regards trade conditions, Mysore being dependent for her large external trade in important commodities such as hides and skins, coffee, cardamom, oil-seeds, sandalwood

oil, cotton and silk, on foreign markets which have been seriously dislocated by the disturbed political conditions of Europe, she has suffered to a corresponding degree by the fact that the balance of trade has been against her during the past few years. Although the total volume of trade has steadily increased, the growth of her export has not continued at same rate and the bulk of the trade still continues in the hands of outside merchants. This is a question worthy of detailed economic investigation, for it seems to me that sooner or later the unemployment amongst the people, specially amongst the educated classes, will become a serious problem in Mysore, and its solution will, to some extent, depend on the manner in which efforts are made to secure control of the Mysore trade and commerce—both internal and external—almost entirely in Mysore hands. There are, however, certain encouraging features in regard to the industrial development in the State exhibited in the statistics of the past two or three years, which indicates that there has been a forward movement in industrial and commercial enterprise. For instance, the total aggregate of authorised, subscribed and paid up capital of the large number of companies that are working in the State amount to Rs. 830, Rs. 218 and Rs. 144·54 lakhs respectively. Of this total paid up capital, Rs 81 lakhs have been invested in trading and manufacturing concerns, Rs. 43 lakhs in banking concerns, Rs. 11 lakhs on mines and quarries and Rs. 7 lakhs in other concerns. One index to the steady development of industries in the State is afforded by the increased importation of machinery the value of which amounted to Rs. 57·46 lakhs in 1920-21, Rs. 96·71 lakhs in 1921-22, and Rs. 83·32 lakhs in 1922-23. It is true that a portion of this machinery was imported for the use of the Mining Companies and a few Technical Departments, but the bulk of the imports was for the extension of the old industrial concerns and the opening of new ones such as cotton and and wollen mills, wood works, oil mills, rice mills, tile factories, oil, gas and steam engines, etc. There has been, besides, a noticeable increase in the exploitation of our mineral resources by private enterprise. Last year, the total quantity of manganese ore exported amounted to 93,491 tons as against 17,000 tons in the previous year. 36,500 tons of chrome ore were exported as against 8,323 tons in 1921-22. Government have now withdrawn the reservtaion in regard to chrome on certain conditions.



Having regard to the wide scope that exists for the rapid development of the mineral resources of the State, the question of laying down a comprehensive policy to achieve this object is now engaging the attention of Government.

### *Textile industry.*

I should not fail to mention, in this connection, the expansion that is noticeable in the textile industry of the State. The total number of spindles for making cotton yarn in the Bangalore City has risen to 54,452 at the end of 1923, while the looms at work have gone up from 480 to 1,138. By the expansion of the existing mills it is expected that there will be nearly 100,000 spindles and 1,500 looms at work in the Bangalore City by the end of this year.

Two new woollen mills have started operations on a big scale in the Bangalore City. The Krishnarajendra Mills in Mysore have started work last March. Facilities in regard to the supply of cheap electric power in Bangalore, Mysore and Kolar Gold Fields have stimulated the growth of a number of small weaving factories, equipped with power looms. The textile mills in the State have arranged to equip themselves with bleaching and dyeing plants worked on up-to-date lines and three such plants have been recently erected. One of these concerns has also arranged for the manufacture of alkali electrically for bleaching purposes and arrangements have been made with the Government of Madras for supplying them with salt, free of duty, for the purpose.

Turning now to hides and skins, owing to the fall in the demand for hides, the trade in kips and half-finished leather suffered a serious set back and most of the tanneries were temporarily closed. The conditions of trade, however, have shown signs of improvement and the Mysore Tannery which had to be closed temporarily has now re-commenced work under the management of Messrs. Best & Co., Ltd.

### *Silk industry.*

Mysore silk continues to maintain its high quality and the demand for the same is on the increase since the close of the war. The export of silk piece goods has been steadily increasing. The success of the Government Filature at Mysore has proved the existence of a large foreign market for our silk at a price which compares favourably with

that obtained locally. It is now demonstrated that first class raw silk capable of competing in the European market with the best that Japan and China can produce, can be produced in Mysore. New machines are being designed for reeling silk and a factory on up-to-date lines has been started for making lametta.

Recently, Government have granted concessions for the starting of a match factory and arrangements are in progress for the floatation of a company for the purpose. The Forest Department has arranged to extend the cultivation of lac, and improvements are being effected in washing and purifying lac. The question of developing other lac industries such as the manufacture of button lac, shellac and lac-varnishes, is further engaging the attention of the Department of Industries and Commerce.

During the past two years, there has been a striking increase in the number of tile factories in the State and there are immense further possibilities in view which I am sure will be exploited by those interested in this line of development. Considerable progress has been made in the development of industries subsidiary to agriculture, such as rice and oil mills and ginning factories, etc. Coming now to the Demonstration Factories started by Government, you are all aware of the results of the Soap Factory, Metal Factory, Central Industrial Workshop, the Art Workshop and the Weaving Factory and it is unnecessary to mention them here.

I am glad to say that there has also been a steady progress in the weaving industry of the State. Nearly 900 fly-shuttle looms have been introduced during the past two years. There has been a steady decrease in the exports of raw cotton, wool and silk, and increase in the export of manufactured goods.

The participation of our State in the British Empire Exhibition which was opened last April has afforded special opportunities for the development of our resources. It is gratifying to note that our exhibits won the appreciation of all the visitors to the Mysore Court and the opportunity afforded by the exhibition is being utilised for finding new markets for our surplus products.

The system of Takavi loans introduced by Government for the development of industries has been further extended and it is hoped that the Bank of Mysore will come into line with this policy so that it may render



greater assistance for the development of these industries in the State in the near future than it has done in the past.

From the above summary it will be clear that steady progress has been maintained so far as industrial development is concerned, but it must be admitted, however, that we have not yet completed even the examination of all our possibilities of further development and our resources. The weaving industry, introduction of improved implements, the development of sugar factories, paper-pulp industry, use of machinery in connection with irrigation, silk industry, the development of fibre industry, mineral industries—all these require further steady and close attention.

In connection with Bhadravati Iron Works, subsidiary industries have also to be developed, such as the manufacture of cast-iron pipes, agricultural implements and the manufacture of acetic acid for refining alcohol.

In mineral industries, the possibilities in Mysore are almost unlimited and in every direction there is scope for increased activities. While there is scope for the further development of Hydro-Electric schemes, extension of railway communications, the opening of an outlet into the sea for the Mysore exports and imports, it is not a mere idle dream that, under favourable conditions, Mysore in the near future will be one of the most industrially and economically prosperous countries in the world. There is however one important aspect connected with the commerce and trade of Mysore which requires careful examination. It is a principle of economics that the trade prosperity of a country is to be gauged by the excess of its exports over the imports. The principle holds good in the case of all countries except *imperial* ones such as England, the imports of which consist partly of the returns on their external investments. Tested by this principle, the condition of Mysore trade is far from satisfactory. During the greater part of the last ten years, the imports have averaged at 102 crores of rupees, and the exports 74 crores. The export figures do not include 3 crores of rupees worth of gold exported every year, because the gold production of the State does not serve the purpose of a national asset and cannot properly be included amongst reproductive exports. Omitting this, the trade of the State every year so far has shown a deficit of about 3 crores of rupees. It is therefore necessary to safeguard the country's interests in commerce by securing the balance of trade on the right side

and to keep the exports increasingly on the ascent by limiting all unproductive imports as much as possible by constantly improving the nature and increasing the value and volume of the chief items of export by industrial expansion or protective tariffs or whatever other means can be devised to secure such results.

According to the published statistics, there have been imports of 1.69 crores of rupees worth of grain and pulses, 388 crores of rupees worth of yarn and textiles, 67.67 lakhs of rupees worth of oils and 124 lakhs of rupees worth of drugs and chemicals, and exports of 47 lakhs of rupees worth of oil seeds, 68 lakhs of rupees worth of cocoanut and copra, 71 lakhs of rupees worth of cotton, 23.66 lakhs of rupees worth of hides and skins and 29 lakhs of rupees worth of unmanufactured leather, 37 lakhs of rupees worth of silk, 58 lakhs of rupees worth of arecanut and 61 lakhs of rupees worth of sugar and jaggery. These figures may very well exhort students of Mysore economics to study the question of the balance of trade in detail, and afford our merchant princes food for serious reflection. If they indicate any thing at all, it is this, *viz.* that Mysore is being exploited for her valuable raw materials. Its food production is insufficient and she has to go outside for many of her requirements which she can very well provide for herself within the State.

### *Customs.*

In this connection, I wish to make a passing reference to the question of customs. It is purely a historical accident that Mysore has no sea port. Had the State a seaboard, its position in regard to sea customs would have been different as it could have levied its own duties whether for purposes of revenue or for protection of its industries and also regulated its own policy in respect of salt either by exempting from tax this necessary of life or by subjecting it to such duty as the fiscal interests of the State might demand. One of the essential features of post Reform Finance in British India is the financial autonomy of the Provinces. It is only a question of time when Provincial subsidies will disappear, and after they go, the customs and salt duties paid by the Provinces will constitute the bulk of their contributions for the service to be rendered to them by the Central Government. For adequately safeguarding its financial and economic interests, a State with



no sea coast may either obtain access to the sea over some route by which its goods may travel free of the customs levies of other States, or it must enter into a commercial agreement with the Government of the adjoining State through whose sea ports it has to obtain its supplies of foreign materials, providing either for goods to be sent free in bond or for that Government collecting the customs duties on its behalf and making them over to it. If and when our Bhatkal Harbour project matures, these considerations will have to be borne in mind.

I think this Conference may be interested to have a few particulars of the activities under Agriculture since the Agricultural Board was suspended about two years ago. As a result of their work on the food requirements of crops, the Department of Agriculture is now able to give advice on manuring the commercial and food crops such as sugarcane, paddy and arecanuts. The campaign against the Koleroga has assumed large proportions and the department is hopeful of being able to cover the whole area affected by the disease in the near future.

Plant breeding operations have developed satisfactorily. The special ragi varieties have spread over 92,000 to 1 lakh of acres, sugarcane varieties over 3,000 acres, and one of the departmental cotton selections is expected to be sown on 2,000 acres. Good progress has been made in the design, testing and the introduction of the Mysore plough. District work has been developed and the Mysore Experimental and Agricultural Union has proved of great value in getting good results from agricultural experiments in private holdings.

Fairly steady progress has been made towards the improvement of live-stock. The State has now a flock of six merino rams and 600 country and cross bred ewes. A Sheep Breeders' Association with 104 members has been organised. Under cattle breeding, veterinary hospitals are supplied with breeding bulls and the important question of improving the Amrut Mahal breed and administering the Amrut Mahal Department on more up-to-date lines is now being dealt with. The operations of the Veterinary Department including inoculation against cattle diseases have extended largely.

Under Sericulture, first class silk which is competing favourably with the European markets has been produced

in the Mysore Filature. A very large number of problems connected with the reeling of Mysore silk have been faced and to some extent, solved by this small experimental plant. With regard to the production of disease-free seed, we have yet to encourage aided grainages but through the co-operation of private rearers, a very large quantity of high class seed has been produced and distributed. The latest important scheme that has been sanctioned by Government in regard to the improvement of agriculture generally is the formation of a well-boring section to enable the department to carry out the continuous policy of well construction in the State and to assist raiyats in constructing subsidiary sources of irrigation. That the Mysore agriculturist has improved his economic position during the past few years is, I think beyond the shadow of a doubt. Second grade rice has increased in price by 35 per cent, ragi by 58 per cent, jola by 54 per cent and Bengal gram by 71 per cent. It is, I think, safe to say that on an average the agriculturist of Mysore is now getting from 50 to 100 per cent more than he was getting 10 years ago. It is true that the cost of the commodities he has to purchase and the expenditure on cultivation have gone up also to a very great extent but on the whole, the balance is on the right side, and in his favour and the prospects of agriculture in Mysore to-day are brighter than they were some years ago, specially in view of the large irrigation projects and the definite programme of tank restoration now in hand.

Further developments in respect of which the Central Agricultural Board may well confine their attention in the immediate future are:—

Development of agricultural implements business.

Utilisation of the Co-operative movement in furthering agricultural improvements.

Development of agriculture in the Malnad

Development of live-stock industry.

Improvement of fodder supplies and utilization of existing fodder resources, *e.g.*, Malnad grass, grazing lands, etc.

Under these heads much leeway has to be made up and Government look to the Board for practical advice and concrete schemes, and I have no doubt that the Board as now constituted would study the questions in detail and with the aid of the experience of the members in the



several fields which cover these subjects, Government will be able to sanction development schemes which will materially benefit the agriculturists as a whole.

The Education Board has also got its work cut out for it, because the education problems during the past two years have increased in perplexity since the orders on the Education Memorandum were passed and the general policy of development laid down. A good deal of spade work has been done and many important development measures have been sanctioned, one of the most important being the bifurcation of the primary from middle schools and the re-modelling of primary and middle school education on the four year basis.

The Educational Survey that has been made gives valuable statistics from which many deductions which will be useful in discussing the future problems can be made. The matters in which definite advance is noticeable are:—

1. Revision of the S.S.L.C. Scheme.
2. Improvement of Mohammedan Education.
3. Cheaper designs for School buildings.
4. Development of private hostels under the grant-in-aid system.
5. Standardisation and equipment of schools.
6. The development of Panchama Education.

The main problems that demand an early solution are:—

1. General question of Education Finance.
2. Maintenance of aided village elementary schools and organising local help for them.
3. Provision of suitable buildings for all grades of schools.
4. Improvement in the working of the Compulsory Education scheme.
5. Enlisting the co-operation of local bodies in the organisation and administration of Primary Education.
6. Development of vocational and technical training in various grades.
7. Medical inspection of schools and scholars.
8. Improvement of physical education.

Most of these subjects had been taken up for study by the old Education Board from time to time and so far as they require further examination in the light of past experience as well as existing conditions, I have every hope that the newly constituted Education Board will succeed in framing practical proposals which could be adopted by the Department with advantage in furtherance of the general cause of education in the State.

Gentlemen, the general lines of advance already secured by the activities of the Economic Conference, the future plan of work and the possibilities afforded by the preparation of the ground as well as the opportunities held out by the unlimited resources of the Mysore State for industrial and commercial development, agricultural progress and educational expansion have been dealt with by me somewhat in a cursory manner. You will excuse me if I have not gone into details which, I am sure, will now be pursued by the three Boards as now re-constituted, and I now venture to exhort you all to put forth your best energies which, with the wide practical experience that you possess, will undoubtedly enable you to reap a rich harvest in the several fields of economic activity which the Mysore State, through the grace of Providence, possesses in an abundant degree. I wish the revived Mysore Economic Conference godspeed and a continued career of usefulness and a much enlarged field for work. May its conjoint efforts increase the wealth and prosperity of the State of Mysore and win for it a high and honoured place amongst the advanced countries of the world.

A. R. BANERJI,  
*Dewan of Mysore.*

18th June 1924.

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## DEPARTMENT OF INDUSTRIES.



Work done during the year 1922-23.

### EXPERIMENTAL AND INVESTIGATION WORK.

#### *Extracts from the Director's report.*

The chief items of work undertaken by the Department in this direction were (1) Utilisation of the Bhadravati charcoal pig iron for manufacturing purposes and of the other bye-products such as acetate of lime, wood, alcohol, tar, etc., (2) Experiments with new varieties of timber for new forms of ornamental work, (3) Distillation of essential oils and manufacture of perfumes, (4) Purification of lac and preparation of lac varnishes, (5) Utilisation of filature reeled silk and improvements in throwing silk and (6) Jaggery manufacture.

The tests conducted by the Department in regard to Bhadravati iron have demonstrated its superiority over every other kind of iron manufactured or imported into India and its suitability for the manufacture of sugar mills, ploughs and other agricultural implements. Sugar mills manufactured from this iron have been found to possess special advantages in regard to durability, power of extraction, etc. Attempts are being made to manufacture chilled ploughs but the experiments have not reached the final stage. Good soda acetate has been made from the Bhadravati Calcium acetate combined with the earth soda manufactured from alkaline earth which comes out as efflorescence in Chamrajnagar and other places. By the Industrial Chemist experiments are being carried on to find local uses for the methyl alcohol. A fairly large quantity of indigenous oleo-resins has been purchased

from the Forest Department. Owing to want of space much work could not be undertaken in the manufacture of varnishes, but the subject has now been taken up for investigation.

Hundred maunds of lac were purified. Lac dye has also been prepared. A small factory for the manufacture of button lac has been established at Chennapatna. Two students have been taken for training in the lac manufacturing industries. Several new essential oils were distilled and the results have been published in a bulletin.

As filature-reeled silk cannot be used on the ordinary looms tests were carried out in the Weaving Factory and certain classes of cloth for which it was suited manufactured. As the ordinary process of throwing is not suited to it the best method of throwing is being investigated.

As the warping and sizing machines designed in the Weaving Factory are not suited to cottage weavers, a hand warping and sizing machine has been constructed. Several improvements have been introduced such as introduction of double cages for pirn winding machines, addition of an extra drum winder in the twisting machine, a doubling machine for cotton yarn and a cheese winder.

*Experiments in Jaggery Manufacture.*—In regard to jaggery manufacture, three different classes of experiments were tried. As mentioned in the previous report, with a view to introduce a portable plant for milling sugar-cane a set of crushers has been fitted on a trolley so designed as to be drawn by a Fordson Tractor. It has not been possible to get sufficiently correct data regarding the cost of milling with such a plant, but we have sufficient proof that for large farmers who use this plant for ploughing, an arrangement similar to the one used by the Department will be found quite economical for milling cane if grown on an area of more than 5 or 6 acres, and that even as a portable plant to be taken from one area to another it has distinct advantages over the present system of mills. It is proposed to carry on these experiments on a larger scale during the current year.

The Agaram Steam Heating Plant which had been closed for the last five years was transferred to Oorgahalli.



This plant was originally constructed by Messrs. Blair McNeil and Campbell. A similar plant has been tested in the United Provinces. For various reasons the results both in and outside the State were not satisfactory. It was therefore decided to make arrangements with Mr. Oorgahalli Krishna Iyengar who has the best experience in the manufacturing of jaggery in the State with the use of power driven mills and improved furnaces, to work the plant on his estate. As the plant was incomplete it would not be erected in time to crush any large quantities of cane. The plant was worked however without the Wetzel for about six days and 700 maunds of jaggery were manufactured. The jaggery was of good quality. There was a considerable saving of fuel. The plant has afforded sufficient proof of its utility to justify further trials being made on a larger scale. If as shewn by experiments so far carried on, the plant will enable us to deal with fairly large areas and produce a good quality of jaggery at a lower cost than the ordinary system of furnaces, we shall have gone very far towards solving the problem of providing an efficient means for dealing with fairly large areas of cane and making jaggery of good quality.

The power driven sugar-cane mill and the triple furnaces introduced by the department were again tested both at Hudi and Channarayapatna. Not much cane was available at Hudi, but the results bore out the previous records of this installation that good jaggery may be manufactured under this system at a cost less than that incurred by the country methods of milling and that if we can get at least 30 to 40 acres of cane there is a good margin of profit. The Channarayapatna sugar-cane installation was also worked for 122 days and 3,255 maunds of jaggery manufactured. Owing to the quality of the cane being poor and the difficulty to get regular supplies and the machinery not having been in a proper order the commercial results were on the whole not sufficiently profitable, but the plant was worked without loss to Government. The plant is being worked this year under an arrangement by which a contractor has undertaken to supply the cane and bear the entire cost paying a small hire to the Department and the results so far are very satisfactory.

A new plant is being devised by the Department to run a series of mills worked by power and it is proposed to test it during the year.

Owing to the high cost of oil, most of the pumping installations run by oil engines have proved too costly to work and many of them are lying idle. The cost of working suction gas plants is cheaper, but till now it was not possible to get them for low horse powers. Arrangements were made with the help of Sir Alfred Chatterton to get a 2 horse power suction gas engine. This has been tested in a well in the Sandalwood Oil Factory and is able to pump about 1,000 gallons of water per hour. It is likely to prove very useful where the lift is small and for irrigating small holdings. The Caruelle Water Lift was also tested. It is proposed to test during the current year a 5 to 6 horse power suction gas engine. The advantages of an engine with slightly increased horse power are that it could be used also for sugar-cane crushing or running a small oil mill. Experiments have also been conducted to introduce a smaller type of an oil mill suited to localities where both the oil seed available and the market for oil are limited.

#### TAKAVI LOANS.

The total amount advanced by Government from the time the Takavi Loan Rules System was introduced is Rs. 8,50,389-10-2. Of this Rs. 4,19,260-14-0 has been recovered. Barring about a lakh of rupees which is locked up in special loans the bulk of the amount is recoverable. The loss including all bad cases will not amount to more than 10 per cent of the total amount advanced, from the beginning. The total demand for the year was Rs. 1,14,879-9-6. A sum of Rs. 94,546-15-9, was recovered during the year as against Rs. 76,954-15-5 in the previous year. In the last year's report I reviewed in detail the condition of all the concerns to which loans had been given by Government. In spite of a few losses and failure, the system has been of great benefit to the people and has been responsible for bringing into existence in various parts of the State, nearly 500 concerns owned by small capitalists involving an aggregate outlay of nearly 30 to 40 lakhs of rupees using about five to six thousand horse power and providing occupation for nearly 10,000 people and adding to the total production of the State by nearly a crore of rupees, not to speak of the larger industries started as joint-stock concerns. A question has been raised as to whether Government having provided financial assistance to industries for nearly a decade should continue the system.



any longer. The takavi loans have provided a good stimulus everywhere for the development of industries but capital is still shy. As we are now in a better position to enlist the right kind of people in industries it is more than ever necessary to continue the present system. Government had a scheme some years ago for the institution of an Industrial Investment Fund, and the time is ripe for the establishment of this fund for which I have submitted proposals to Government. If Government can make a small annual contribution of about 2 lakhs of rupees in addition to the funds already given by way of loans for about five years we shall be able to provide a more or less permanent means for assisting small industries.

### INDUSTRIAL EDUCATION.

Industrial Schools were placed under the Director of Industries and Commerce with effect from the beginning of the official year. There are at present under the Department in addition to the Chamarajendra Technical Institute, which has nearly 400 pupils on its rolls and which provides a good training in all important Arts and Industries in the State, six District Industrial Schools and three Trade Schools, *viz.*, one for weaving at Dodballapur, one for wood carving industries at Sagar, and another for lacquerware, nature imitation and leather industries at Channapattana. After the schools came under my control, I made a detailed examination of the requirements of each school, drew up a curriculum of studies and have submitted proposals for re-organisation which are under the consideration of Government. The main changes involved in my proposals are (1) to attach a workshop to each school so that as much of the training as possible is given under actual workshop conditions and the final stages of the training are carried on under commercial conditions to enable each pupil to produce the maximum output and earn good wages, (2) to shorten the courses so as to give a complete training within a period of three years as it is difficult to induce boys to remain for more than three years and afford facilities to pupils having exceptional aptitudes to undergo further training in factories and other industrial concerns, (3) to co-ordinate the training given in the various institutions so as to facilitate the production of finished workmen, (4) to provide a sufficient number of scholarships for advanced training to pupils trained in

industrial schools and for training in courses for which facilities are not provided in the State. The courses have already been remodelled on these lines.

In addition to Government Schools the Department has four grant-in-aid institutions under it. The Mission Industrial Schools at Kolar and Tumkur and S. L. N. Institute, Bangalore, are maintained in a highly efficient condition. The total allotment for industrial schools for the year was Rs. 1,03,202; of this Rs. 58,314 is for establishment, Rs. 16,492 for scholarships and Rs. 12,700 for purchase of raw materials. A complete scheme of efficient industrial education requires the expenditure of a much larger allotment than is now provided and owing to financial limitations it is proposed to place the existing institutions on a proper basis before expanding them or starting new ones.

The total value of the articles produced in the Chamarajendra Technical Institute during the year was Rs. 15,460 and in other institutions Rs. 7,164.

In order to obtain adequate working capital Government have allowed the use of receipts so as to have a working capital and this has enabled each institution to keep up a continuous flow of work so as to provide the pupils with full training.

In addition to these facilities a sum of Rs. 12,000 has been provided for scholarships in the Indian Institute of Science, in institutions outside the State, for courses for which no facilities exist such as textiles, dyeing, pottery and jewellery work, advanced painting and sculpture. I have obtained Government approval to a scheme to regulate the grant of these scholarships on certain definite principles and arrangements have been made to train annually about 12 to 15 pupils in various industries.

The Department has also under foreign training one student for Chemical Industries, one for Mechanical Engineering who has been given a loan scholarship, one for Sugar Manufacture and one for Commerce. One new student has been deputed for training in Textiles.

*Development of Minor and Rural Industries.*—Under the Weaving Factory, I have already referred to the position of the hand-loom weaving industry in the State. In spite of the slump in the market of all kinds of cotton, woollen and other goods, the weavers have not suffered



from lack of employment. With a better system of financing and helping them to adapt themselves to the changing conditions of the market the field for further improvement is wide. The high price of silk has greatly stimulated the silk-worm rearing industry and also reeling. Attempts are being made to introduce an improved type of basin suited to local conditions which will enable the reeler to reel a better class of silk and carry on the industry under less primitive conditions. Arrangements have been made with a local reeler in Chikballapur to carry on re-reeling as a separate industry and some machines designed by the Department have been supplied to him. This will provide useful employment to women and it is proposed to try the system in other large silk centres. A factory has been established for twisting and throwing silk. Help has been rendered to persons engaged in this industry at Sindaghatta in the Mysore District to improve their system of work. The metal industry at Nagamangala was thoroughly examined and arrangements have been made to revive the industry of making brass images which has become practically extinct by teaching them more modern methods of making moulds and multiplying them. The manufacture of lacquerware toys and other articles has been greatly expanded and small factories using power lathes have been established. The sandalwood and wood carving and ivory inlaying industries now employ more than three times the number they did five years ago in Sagar, Mysore and Sorab and a large number of people have been trained in these industries in the Cities of Bangalore and Mysore and are able to pursue a lucrative occupation. A shoe-making class will be established at Channapatna and steps will be taken to organise the manufacture of leather bags, pouches, etc., in addition to the manufacture of boots and shoes. The processes followed in many of the cottage industries such as comb making, bangle-making, slate-pencil-making and basket-making were examined with a view to suggest improvements.

#### WORK IN CO-OPERATION WITH OTHER DEPARTMENTS.

The department undertook to demonstrate the best method of refining lac produced by the Forest Department and several useful investigations were conducted on behalf of that department in regard to various forest products which give promise of good results. A large

industry for the manufacture of furniture and carved work has been built up. Experiments were conducted on a large scale for the manufacture of sugar-cane mills and ploughs and these are being tested with the help of the Agricultural Department. That Department was also consulted in regard to the installation of pumping plants for irrigation purposes. Steps were taken to utilise the kaolin deposits found in various parts of the State to establish some ceramic industries and industries have been established utilising the asbestos to be found in the State. Though mineral ores of various kinds are to be found in the State the bulk of them are now exported in the raw state, the manner in which the department may best co-operate in order either to establish new industries in the State to utilise the raw material itself or to develop a trade in the ores so as to bring more profit to the people of the State is engaging my attention.

Excepting a few Weavers' Co-operative Societies none of the other co-operative societies started for industrial purposes have been successful. I inspected during the year some of the Industrial Co-operative Societies such as the Lacquerware Workers' society at Channapatna, the Shoe-makers' Society at Tarikere, the Brass worker's Society at Nagamangala but found them all to be in a moribund condition due to the incapacity of the workers to act in combination and the absence of competent disinterested business men to help to manage the concern. The co-operative society established for rice milling at Channarayapatna was wound up and its plant has been disposed of. Though our experience in the past for various reasons, which it is not necessary to dwell upon here, has proved that the establishment of industries on a co-operative basis is not attended by success, there can be no doubt that the co-operative movement could be employed in various ways for financial and other assistance to industries especially cottage industries and extending market facilities. The subject of industrial co-operation is now being studied by me as a whole to determine the most suitable lines of action. The improvement of agriculture greatly depends upon the improvement of our means of irrigation and the cost of machinery for the development of irrigation is being taken up with the Public Works Department.

#### PROGRAMME OF WORK FOR THE FUTURE.

The large number of concerns that have already been started during the year under review and of others that



have come into operation will present a number of problems in the solution of which the assistance of the Department will be required to a large extent in almost every stage in the next two years and it is my intention to see that all these concerns are established on sound lines and to encourage new schemes during the year, only under the most favourable conditions. In dealing with particular industries I have already indicated the further lines of development that will be kept in view. In the case of textiles now that a sufficient number of cotton and woollen mills have been established in the State attention will be concentrated on assisting the weavers to improve their processes and establish a better connection between the hand-loom weavers and the mills. The production of silk fabrics and those to be woven with finer counts will be specially encouraged and improved methods of throwing silk introduced. A silk filature with at least 50 to 100 basins will be started by private enterprise and the local weavers will be taught the use of filature silk. In regard to fresh industries, in addition to the establishment of a large match factory, the utilisation of different varieties of woods and canes to be found in the Mysore Forests for manufacturing purposes will be undertaken on a large scale and investigations made regarding the commercial possibilities of various minor forest products such as lac, oleoresins, substances yielding essential oils, tanning materials, etc. Arrangements are being made to develop the manufacture of sugar mills, agricultural implements and simple machines on a large scale and to utilise the pig iron produced in the State for making finished products. Owing to the high cost of oil fuel, the use of machinery for irrigation and other agriculture purposes which the Department had organised on a large scale in its initial stages has received a considerable set-back. The problem has been restudied with reference to the changed conditions and further information collected in regard to the most efficient and economical type of machinery for the purpose. Suitable localities will be selected in consultation with the Agriculture and Public Works Departments and further efforts made for the introduction of machinery for irrigation and other agricultural purposes and for dealing with agricultural products. The experiments in regard to jaggery manufacture now brought more or less to a successful stage will be pursued and facilities afforded for starting such concerns in suitable centres. In addition to the

starting of some more Anderson Oil Expellers the development of oil mills of other types will also be undertaken. A detailed survey will be made of the resources and potentialities of the State and the industrial survey gradually revised. In regard to the development of minor and rural industries it is proposed to utilise one of the officers of the department exclusively for this work and organise special measures during the year. As regards larger industries such as sugar factories, paper pulp manufacture, etc., the policy of the department is to collect the necessary information and make it available to private enterprise and in case of genuine enquiries to render all possible help to start the concern.

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### Co-Operation in Mysore.

#### PROBLEMS FOR THE CURRENT YEAR.

The Registrar of Co-operative Societies, Mysore, concludes his report for the year 1922-23 with the following paragraphs:

*Village Improvement Committees.*—The Inspectors of Co-operative Societies in the course of their visits to societies for purposes of audit and inspection met the members of the Village Improvement Committees in most villages, exchanged with them ideas of village improvement and sanitation and delivered at the times of general meetings, lectures, on Sanitation, Education, Agriculture, Industrial activities and other general matters tending to improve the economic condition of the villagers. In some instances, the co-operative societies have taken a keen interest in effecting certain village improvements, setting apart a portion of the profits earned by them, for such work.

#### *Attitude of the Public*

Though the Co-Operative Movement has come to stay in Mysore and has spread among all classes of the people, yet it cannot be said to have still struck root sufficiently deep, to bring home to the people, its moral and material advantages. The movement as a great economic force which, when its operations are well understood and utilised to the full, can bring about the amelioration of the masses more than any other form of human effort, has yet to engage the collected thoughts and the sustained efforts of not only the educated public, but also of the vast rural population of the State. The village money-lender, greedy for usurious rates of interest, still continues to wield his influence on the agricultural and other borrowing classes. The people are not sufficiently educated in rural parts in order to appreciate the moral and material benefits that could be derived by organising themselves into compact

bodies and starting societies in big villages. They are yet slow to realise that it is their duty to associate with each other for the sake of achieving a common end. The civic consciousness which is so very necessary for rousing them to take part in corporate activities and to realise a sense of responsibility in the duties undertaken by them is still sadly wanting. The Mysore Raiyats, being small peasant proprietors, have not got capital enough to start big concerns or Joint Stock Companies. Their small income befits them to start co-operative societies, wherever possible, whether for purely credit purposes or agricultural and industrial purposes. The need for extensive primary education in rural areas is very great, as there are, even now, many big villages, thickly populated, without any school whatsoever. This ignorance on the part of villagers is a great handicap and is in the way of the spread of the Co-operative Movement in the State. With a view to create new interests and aspirations in the minds of the people, the Registrar delivered public lectures in all the places visited by him during the course of his tour. These lectures were very well attended and have stirred the enthusiasm of the people and infused life and energy into the movement.

The gross ignorance and the low economic condition of the depressed classes are really pitiable. The work of the uplift of the Panchamas is indeed a noble one, but it is stupendous, considering its magnitude, and is also beset with considerable difficulties. This pioneer work has to be undertaken by large-hearted men who are inspired by high ideals. Much spade work has to be done which will be of the nature of a thankless task. The only way of capturing the imagination of these people is by appealing to them through their senses, and this object can best be achieved by delivering magic-lantern lectures in large Panchama are as, on the benefits of starting co-operative societies. One other way of helping these people is by introducing Savings Boxes into their homes with a view to make it easy for them to put their small savings readily into boxes given to their custody by the Secretary of the Co-operative Society.

Some of the defects noticed above are a real hindrance in the way of the healthy growth of the Movement and can to a large extent be rectified by propaganda work being undertaken by non-official people who have made a sincere study of the subject and by a methodic application of its principles to all questions affecting the production and distribution of wealth.



*Help of Retired Officials Wanted.*

Signs are not wanting to show that there are many non-official people who have begun to realise these noble truths, but no substantial progress will ever be possible, unless the truly patriotic persons come to the forefront in right earnest to lead the masses, with a view to achieve permanent results. I am, thus, in need of great assistance from the public for extending the activities of the Movement, and I take this opportunity to request the retired officers and officials and other non-official gentlemen who have got leisure to come forward to take up the propagandistic and organisation work in Taluks and Districts. I intend writing to Government in the coming year for permitting me to appoint Honorary District and Taluk Organisers in addition to the Honorary Supervisors and meet their travelling allowances which may be fixed according to their status and dignity.

\* \* \* \* \*

*The Future.*

Among the many questions which will engage the attention of the Department during the next year may be mentioned the following:

(1) The winding up of all the moribund societies that show no signs of vitality in them; (2) the starting of new societies for the benefit of the depressed and poor classes; (3) the investigation of the economic condition of the members of rural societies; (4) organisation of a Central Co-operative Depot for supplying yarn, dye-stuffs, etc., to the weavers' societies; (5) propaganda work by means of pamphlets and lantern lectures; (6) increasing societies in the Malnad and starting societies for the joint sale of areca produce; (7) training of members of co-operative societies in the ten cardinal principles of co-operation; and (8) the introduction of Home Saving Boxes.





# THE MYSORE BLUE BOOK

AND

## PUBLICITY JOURNAL

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VOL. I.]

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[No. 3.]

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*PART I.—Orders of the Government of Mysore.*

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### LAND REVENUE.

#### Sale of lands.

#### RELAXATION OF THE RULE REGARDING THE PAYMENT OF THE INITIAL DEPOSIT IN SOME CASES.

The Revenue Commissioner recommends that in the following instances the rules regarding the recovery of sale amount may be relaxed :—

(a) A Co-operative Society where it happens to be the purchaser and holds a decree for an amount not less than the deposit or purchase money.

(b) An individual who having purchased the property and paid for it at one sale bids for the property again when, after the cancellation of the 1st sale, the property is resold.

(c) A purchaser to whom an amount equal to or larger than the deposit or purchase money is due from Government.

Government direct that when a Co-operative Society bids for land which is sold in execution of a decree obtained by it, the rule requiring payment of the purchase money in two instalments, 25 per cent at the time of the bid and 75 per cent within 15 days thereafter, may be relaxed if the bid amount is less than the amount due to the society according to the decree. Similarly when a land which is once sold is resold after cancelling the first

sale the purchaser at the first sale may be given credit for the sum paid by him in the first sale in adjusting his bid amount at the second sale. Except in the above two cases, Government are not in favour of relaxing the rule.

*G. O. No. R. 6424-34—L. R. 325-23-2,*

*dated 19th June 1924.*

### **Revenue and Excise work of Chikmagalur Taluk.**

#### **TRANSFERRED TO DEPUTY COMMISSIONER.**

The Treasury Assistant Commissioner, Kadur District, is in charge of the Chikmagalur Taluk in respect of Revenue, Excise and Income-tax matters. In view of the fact that owing to the multifarious duties entrusted to him, the Treasury Assistant Commissioner has not hitherto been able to devote adequate attention to the inspection of Taluk Treasuries in the district and the Excise groves in his charge and to render sufficient help to the Deputy Commissioner in the disposal of routine matters, the Deputy Commissioner proposes that the Treasury Assistant Commissioner may be relieved of the Revenue and Excise duties of the Chikmagalur Taluk and that this work may be transferred to the Deputy Commissioner himself. He however proposes that the Treasury Assistant Commissioner should continue to be the Income-tax Officer of the Chikmagalur Taluk as the bulk of the Income-tax work relates to Chikmagalur Town and that he should continue to be the *ex-officio* First Class Magistrate in respect of Chikmagalur and Mudgere Taluks.

Of the marginally-noted establishment now existing in the Chikmagalur Sub-Division

<i>Revenue.</i>	
1 Clerk on Rs.	55
1 Clerk on „	25
1 Lascar on „	11
1 Peon on „	10

<i>Excise.</i>	
1 Clerk on Rs.	30
1 Clerk on „	20

<i>Income-tax.</i>	
1 Clerk on Rs.	45

Office, the Deputy Commissioner proposes, as a result of the above measure, that the clerks on Rs. 55 and 25 and the peon on Rs. 11 may be transferred to the District Office, that the Income-tax clerk on Rs. 45 may continue under the Treasury Assistant Commissioner and that the rest of the establishment may be abolished. The proposal

results in a saving of Rs. 60 per month or Rs. 720 per annum.



3. The Revenue Commissioner recommends sanction to the proposal. Government are pleased to approve of the recommendation and direct that effect be given to this order from 1st July 1924.

*G. O. No. R. 6594-6—L. R. 413-23-2, dated 23rd June 1924.*

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## EXCISE.

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### Excise Sales.

#### EXCISE COMMISSIONER EMPOWERED TO HEAR APPEALS AGAINST THE ORDERS OF DEPUTY COMMISSIONERS.

The sales of Excise privileges are at present being confirmed by Deputy Commissioners and such confirmation is final unless revised by Government (*Vide* Chapter II, para 7 of the Rules regulating Excise sales). The Deputy Commissioners have thus the authority to dispose of Excise privileges, though this is not included in the Schedule of their powers under the Excise Regulation. To place this matter on a regular footing, Government are now pleased formally to invest Deputy Commissioners with the power to dispose of Excise privileges.

The Excise Commissioner is not at present competent to hear appeals against or to revise the orders of the Deputy Commissioners in regard to the disposal of Excise privileges and he has to make a recommendation to Government when he finds a revision of the Deputy Commissioner's order to be necessary. Considering that the Excise Commissioner has been authorised to hear appeals against the orders of the Deputy Commissioner in all other cases, Government are of opinion that he may be given the power of appeal and revision against the Deputy Commissioner's order in respect of the Excise sales also, so as to enable him to have full control over the Excise Administration of the State. They are accordingly pleased to direct that he be invested with the power to hear appeals against and also to revise the orders of Deputy Commissioners in cases relating to Excise sales, Government reserving to themselves the power to revise the orders of the Excise Commissioner in this respect. The rules regulating Excise sales and the other rules made under the Excise Regulation will be amended accordingly.

*G. O. No. Fl. 6770-9--Ex. 21-23-1, dated 11th June 1924.*

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## FOREST.

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### District Forests.

#### GOVERNMENT ORDER ON THE INCONVENIENCE FELT BY THE RAIYATS IN THEIR EXPLOITATION.

The raiyats, especially of the *Malnad* parts of the State, have been repeatedly urging upon the Government at the sessions of the Representative Assembly and during the tours of His Highness the Maharaja and the Dewan, the inconvenience felt by them in the matter of obtaining their fuel and fodder requirements freely from the District Forests owing to the exploitation of these forests by the Forest Department. The system of dual control now exercised by the Forest and the Revenue Departments over the District Forests has also been the subject of considerable criticism and it has been repeatedly urged that the control over the District Forests should be entirely vested in the Revenue Department as the officers of the Forest Department cannot be expected to realise the actual needs of the raiyat population and as the system now in vogue of both the Forest and the Revenue Departments issuing permits for the removal of produce from District Forests has led to much abuse and unnecessary duplication of work.

2. The Forest Regulation contemplates the formation of only two kinds of forests, *viz.*, Village Forests and State Forests, all other lands at the disposal of Government which are not comprised in State Forests or Village Forests being termed as "District Forests" as defined in Section 2 (13) of the Regulation. Under Section 35 of the Forest Regulation, Government have framed rules for the management of District Forests in their Order No. 245-1300, dated 2nd October 1901. According to these rules, raiyats living in the villages to which the District Forests are attached can take wood of unreserved and unclassified kinds, except such as are required for house-building purposes, without permit and free of charge, for their *bona fide* domestic or agricultural use. They can also remove dead wood and dry wood, other

than of the reserved kinds, for fuel, and graze their cattle in the gomal lands without payment and in the hulbanni lands on payment of fees. In the malnad owing to the peculiar conditions of the locality, the privileges enjoyed by the raiyats have been made more liberal by the grant of certain additional concessions in accordance with Government Order No. R. 9790—Ft. 75-18-6, dated 26th February 1920.

3. According to the rules for the management and exploitation of District Forests, the control over the working of these forests vests now both in the Revenue and the Forest Departments. Where the District Forests have valuable-tree-growth, as in the malnad, and contain much more exploitable material than is likely to be required by the raiyats for their *bona fide* requirements, it is quite necessary that the stock should be extracted and disposed of to the best advantage of Government. The agency that is able to do so and does it now is the Forest Department.

4 The raiyats have however, never looked upon the unrestricted exploitation of the District Forests by the Forest Department with favour. Repeated representations have been made to Government in the matter of entrusting the entire control of these forests to the Revenue Department. In 1919, on the representation made to the Dewan by the raiyats of the *Malnad* Districts in the course of his tour in those districts, he considered that the question of placing some selected areas entirely under the control of the Deputy Commissioners might be tried. The Deputy Commissioners of the *Malnad* Districts were consulted in the matter, but as they differed in their views, the Government appointed a Committee of the marginally noted officers, to examine the whole question and submit recommendations. The final report of the Committee not having been comprehensive, it was referred back to the Committee for further consideration of the subject and submission of definite recommendations in the light of the observations made by Government.

5. The Committee have accordingly submitted the following recommendations :—

(1) *Classification of Forests*.—In lieu of the term “District Forests” the designation “Minor Forests” may



be adopted as suggested by Government so that there may be three classes of forests, *viz.*,

(i) State Forests—completely under the control of the Forest Department ;

(ii) Village Forests—under the control of the Revenue Department and handed over to the villagers for management by a Panchayet ; and

(iii) Minor Forests—under the restricted control of the Forest Department with due regard to the existing rights and privileges of the raiyats.

(2) *Definition of “Minor Forests.”*—“Minor Forests” are to consist of compact blocks of lands with sufficient tree-growth capable of being conserved in the interests of the local population and of Government. All assessed waste lands as well as other scattered bits of unreserved Government lands which now come under the definition of District Forests should be excluded from Minor Forests. The ultimate aim should be the gradual conversion of these Minor Forests either into State or Village Forests according to their condition and the needs of the raiyats.

(3) *Management of Minor Forests.*—The technical management of these Minor Forests should vest in the Forest Department, subject to the following conditions :—

(i) These forests should be worked according to working plans to be prepared by the District Forest Officer and approved by the Deputy Commissioner, due provision being made for the exercise of the privilege and concessions now enjoyed by the raiyats.

(ii) The Deputy Commissioner should have power to modify the plans as far as they relate to the disposal of grazing, fuel and unreserved timber ; and

(iii) In the case of the working plans of valuable timber yielding forests in *Malnad* and *semi-Malnad* areas, the working plans and any modification thereof should be subject to the approval of the Conservator of Forests also. A list of such forests will be furnished by the Conservator to the Deputy Commissioner concerned.

(4) *Exploitation and disposal of timber, fuel and other produce in the Minor Forests.*—Until working plans are prepared for such Minor Forests by the Forest Department, licenses for the removal of produce therefrom for industrial and commercial purposes on a large scale should not be issued by the Forest Department except with the

approval of the Deputy Commissioner or by the Deputy Commissioner except in consultation with the Conservator of Forests.

After the working plans are completed, the raiyats should be given the first refusal to remove timber and fuel required for their *bona fide* private consumption in the coupes allotted for the year and the Forest Department will be entitled to sell the surplus produce according to the working plan after the requirements of the local population are satisfied.

(5) *Agency for the issue of licenses.*—The present system of both the Forest and the Revenue Officers issuing licenses for the removal of produce from District Forests may be put a stop to and the following procedure adopted:—

(i) Rule 9 of the Rules for the management of District Forests published in Notification No. 245-1300, dated 2nd October 1901, defining the privileges of villagers in unreserved lands may be made applicable to “Minor Forests”.

(ii) Permits under Rule 11 of the Rules referred to above should be issued by either—

(a) officers of the Revenue Department duly authorised by the Deputy Commissioner, or

(b) Licensed vendors of the Forest Department who should be appointed with the approval of the Revenue Department and who will issue permits only for *bona fide* domestic requirements or local consumption and not for industrial or commercial purposes.

(6) *Conservation and improvement.*—This should be left to the Forest Department, the revenue from the ‘Minor Forests’ and from the sale of village amarayi being credited to that department in order to enable it to meet the cost of additional conservancy and staff that it may be found necessary to employ.

(7) *Relation between the officers of the Forest and the Revenue Departments in regard to Minor Forests.*—Under the existing rules, the Deputy Commissioner has no direct control over the Forest Officers in his district, and this in the opinion of the Committee, has rendered the Deputy Commissioner unable to effectively control the management of the Minor Forests by the Forest Officers and to safeguard the interests of the local raiyat population. The Committee therefore recommend that all the officers of



the Forest Department should be instructed to abide by and carry out the orders of the Deputy Commissioner in regard to Minor Forests.

6. Government have carefully considered the report of the Committee and are in general agreement with their proposals. They are accordingly pleased to direct as follows:—

*I. Abolition of District Forests and constitution of "Minor Forests".*—The term "District Forests" and the definition thereof now contained in the Forest Regulation will be rescinded and in line thereof "Minor Forests" will be constituted as proposed by the Committee, necessary action being taken in the Legislative Department to amend the Forest Regulation in order to give effect to the change.

The 'Minor Forests' to be constituted will consist of such unassessed lands of a village or group of villages as form a compact block and as admit of and are fit for being easily conserved and managed by the Forest Department. The other Government lands in the village which are not comprised in the Minor Forests will be available for exploitation by the villagers under the control of the Revenue Department, excepting as regards the reserved trees as well as *tangadi* and *kakke* therein, the control over which will continue to be vested in the Forest Department. It should be the ultimate aim to gradually abolish these 'Minor Forests' and convert them into either State Forests or Village Forests as proposed by the Committee.

*II. Management of Minor Forests.*—The "Minor Forests" will be worked by the Forest Department according to working plans which will contain adequate provision for meeting the *bona fide* requirements of the raiyats. The working plans will be prepared by the District Forest Officer and approved by the Deputy Commissioner who will also have power to modify them from time to time, if necessary. The working plans of 'Minor Forests' containing valuable timber trees in the malnad and *Semi Malnad* and any modifications that may be made therein will, however, be subject to the approval of the Conservator also, who will refer to Government for their orders all cases in which there may be difference of opinion between himself and the Deputy Commissioner. A list of such 'Minor Forests' the working plans of which require his approval should be furnished by the Conservator to the Deputy Commissioners concerned.

*III. Exploitation of Minor Forests.*—The rules now in force defining the privileges of raiyats in District Forests will be applicable to the 'Minor Forests'. Permits for the removal of forest produce under the rules by the raiyats for their *bona fide domestic* and *agricultural* use will be issued by (1) revenue officers specially authorised by the Deputy Commissioner and not below the rank of Deputy Amildar or (2) by licensed vendors who will be appointed by the Deputy Commissioner. No license will be issued by a licensed vendor or by a revenue officer for the exploitation of a 'Minor Forest' for commercial or industrial purposes. Pending the preparation of working plans and its approval by the Deputy Commissioner, no 'Minor Forest' will be exploited by the Forest Department also for such purposes except with the approval of the Deputy Commissioner as well as the Conservator, cases in which there may be difference of opinion between them being reported to Government for their orders. After the working plans are prepared, it will be open to the Forest Department to work the forest for timber and fuel in accordance with such working plans, provided that the raiyats should be given the first refusal in respect of such timber, etc., in the working coupes as may be required by them for their *bona fide* private use.

*IV. Relationship between the Forest and Revenue Officers.*—The Government consider that the Deputy Commissioner should have greater and more effective control over the administration of the Minor Forests in order to enable him to safeguard the interests of the raiyats and grant relief promptly when complaints are made to him. They therefore direct that the District Forest Officer and all other subordinate forest officers in the District should abide by and carry out any instructions which may be given to them by the Deputy Commissioner of the District to whom they should consider themselves as subordinates so far as the administration of the Minor Forests is concerned and that all correspondence of District Forest Officer in respect of the administration of the 'Minor Forests' should be addressed to the Deputy Commissioner except so far as they relate to purely technical matters.

7. In order to give effect to this order, the Revenue Commissioner is requested to direct the local revenue officers to proceed without delay to mark off, in consultation with



the local forest officers, the areas out of the existing District Forests which can advantageously be constituted into "Minor Forests" as proposed, after a careful examination of the conditions prevailing in each village or groups of villages. He should obtain quarterly statements from the Deputy Commissioners showing the progress made in the constitution of 'Minor Forests' in each district and submit the same to Government with his remarks, a copy of the same being sent to the Conservator of Forests who will communicate his remarks, if any, thereon to Government. Every attempt should be made to have the work completed within two years. Pending the constitution of the 'Minor Forests', the directions contained in para 6 above regarding the management and exploitation of 'Minor Forests', and the relation between the Revenue and the Forest Officers will be made applicable *mutatis mutandis* to the District Forests and their administration.

8. With the clear definition now made of the control, functions and responsibilities of the Forest and the Revenue Departments in respect of the 'Minor Forests' as well as other areas not included in such forests, Government trust that the long standing grievances of the local population consequent on the existing duality of control over the District Forest areas, will be considerably minimised. The scheme detailed above will be in force for a period of three years at the end of which the situation will be reviewed and the question of revising the scheme, if need be, considered by Government.

G. O. No. I. C. 239—297 Ft. 164-20-11, Dated 14-7-24.

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## JUDICIAL.

### Establishment of an additional Sub-Court at Mysore.

For some years past, there has been an accumulation of arrears mostly of the

Two clerks on Rs. 40 and 35	Rs. 75
1 Mutchi ..	13
1 Daffedar ..	12
2 peons on Rs. 10 and 9	19
Total per mensem	119

appeals in the Mysore Division and in the Sub-Court in particular. There have also been representations for an increase in the

number of higher courts. Government are satisfied that there is a necessity for an additional Court at Mysore and are accordingly pleased to sanction an additional Sub-Court at Mysore for a period of one year with effect from 1st July 1924 with the establishment noted in the margin.

The temporary Second Munsiff's Court at Seringapatam is abolished with effect from 1st July 1924.

A contingent grant of Rs. 250 is also sanctioned for the Court.

The room occupied by the Sub-Court Sheristadar may be used temporarily as the Court hall till the Second Witness Shed is suitably altered and made available for the new court. The Chief Engineer is requested to make the necessary alterations to the Second Witness Shed in Mysore in consultation with the District Judge at a very early date.

*G. O. No. P. 6887-91—Cts. 177-23-10, dated 27th June 1924.*



## EDUCATION

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### Inspection and administration of Schools.

#### REVISED ARRANGEMENTS.

The revision of the present system of inspection and administration of schools by the higher inspectorial staff has been under the consideration of Government for some time past. Under the existing organisation of the Education Department, the two Circle Inspectors of Education, with territorial jurisdiction over four Districts each, have direct charge of the inspection of High Schools and Normal Schools, and exercise general supervision over the inspection of Middle and Primary Schools by the District and Assistant Inspectors in their respective Circles. This system has not been conducive to the efficiency of inspection and administration of the educational institutions, as it has failed to fix the responsibility for the proper development of each grade of education on any particular officer. Each grade of education has its own peculiar problems and the concentrated attention of a specialist in each grade is needed for a continuous study and the successful handling of those problems. Government consider it desirable therefore to replace the present Circle Inspectors with territorial jurisdiction by specially selected officers capable of exercising concentrated supervision over Primary Education and Secondary Education respectively.

The expenditure on education has steadily increased in recent years and the gross expenditure for next year, is estimated to exceed 48 lakhs. The Inspector-General is at present given the help of a Personal Assistant of the grade of District Inspector whose time is entirely occupied in attending to the routine correspondence of the Head Office. With the levy of Education Cess and the expansion of Primary and Middle School grades of education, the work in the Head Office has considerably increased and the need for the services of a senior officer with good experience of departmental technique is increasingly felt, so as to relieve the Head of the Department of much of the administrative routine work and help him in the formulation of proposals and disposal of matters of a technical nature.

The need for an Inspector of Science Education for supervising and directing instruction in Science has also been keenly felt. A Special Officer was deputed by Government in 1921-22 to examine the present equipment of the Science Laboratories in the various schools in the State and review their future requirements. His report has revealed the fact that the present equipment and method of instruction in Science leave much room for improvement. Moreover, the teaching of Science will assume greater importance in the future as under the revised S. S. L. C. scheme and in the Middle Schools under the orders on the Education Memorandum, Science is a compulsory subject for all students instead of being an optional as heretofore both in the High School and Middle School stages. Government consider it therefore necessary to appoint an officer to supervise instruction in Science with a view to secure efficiency, uniformity and co-ordination and attend to the requirements of the several schools in the matter of equipment and see to the equitable distribution of grants provided for the purpose.

On a careful consideration of all aspects of the question Government direct that the administrative and controlling organisation of the Education Department shall, with effect from the next official year consist of the following officers in addition to the Inspector-General of Education :—

1. One Inspector of Primary and Middle School Education.
2. One Inspector of Secondary Schools including District Normal Schools.
3. One Inspector of Science Education.
4. One Assistant Inspector-General of Education.
5. One Personal Assistant to the Inspector-General of Education.

The Personal Assistant to the Inspector-General of Education will be of the grade of District Inspector of Schools and the Inspector of Science will draw a pay of Rs. 200-20-300 and will be of the status of the District Inspector. Of the remaining three Officers, one will be in the grade of Rs. 500-40-700 and the other two in the grade of Rs. 400-20-500. The post of Special Officer attached to the Inspector-General's Office will be abolished. Necessary provision has been included in the next year's budget to meet the actual extra cost involved.

*G. O. No. 6687-9—Edn. 324-23-1, dated 30th June 1924.*

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### Establishment of a Practising High School attached to the Training College at Mysore.

The Inspector-General of Education has brought to the notice of Government that a separate Practising High School attached to the Training College at Mysore is very necessary. Hitherto the graduate teachers under training in the College have had to go to the Collegiate High School at Mysore for practical lecturing work. This arrangement is not considered to be satisfactory as the two institutions are located at some distance from each other. The Inspector-General reports that the difficulty of accommodation which so far stood in the way of opening a Practising School in connection with the Training College has been removed, as the Wellington Lodge and a portion of the Chamarajendra Technical Institute have now been placed at the disposal of the College. The proposals submitted by the Inspector-General for the opening of a Practising High School with only IV and V Forms for the present, involve an expenditure of Rs. 6,808 per annum recurring and Rs. 2,500 non-recurring.

Government are pleased to sanction with effect from the current academical year, the proposal of the Inspector-General of Education with the modified scale of recurring and non-recurring charges as shown in the accompanying statement. The Vice-Principal of the College who will find some relief in the College work by the appointment of two Lecturers for the new High School will be the Head Master of the Practising High School and the Munshis, Drawing Masters and Drill Instructors of the College will also attend to the work in the High School.

### ANNEXURE.

Statement showing recurring and non-recurring charges sanctioned for the Practising High School attached to the Training College, Mysore for the year 1924-25.

<i>Recurring.</i>		<i>Actual cost.</i>	
			Rs.
Two M. A., L. T.'s, for the College who will work half-time in the Practising High School in Grade			
Rs. 125—10—175 per mensem	...	...	250
Two Assistant Masters for the Practising School,			
one on Rs. 75—10—125 and one on Rs. 50—5—75			125
One Science attender on Rs. 15	...	...	15
One peon on Rs. 11	...	...	11
Contingencies	...	...	8
Total		...	409
		per mensem or	
		Rs. 4,908 per annum.	

*Non-recurring.*

			Rs.	
Library, furniture, etc.	...	..	1,000	} Rs. 2,500
Science equipment	...	...	1,500	

*G. O. No. 109-11—Edn. 17-23-3, dated 9th July 1924.*

**Education cess in Tumkur District.****PROPOSALS FOR ITS UTILISATION.**

The proposals of the Inspector-General of Education as agreed to by the District Board, Tumkur, provide for the following items of improvement of educational facilities in the Tumkur District.

No.	Item	Extra cost	
		Recurring per annum	Non- recurring
		Rs.	Rs.
I	Development of Incomplete Middle Schools into Middle Schools—		
	1. Kannada Boys' Schools (8) ..	7,786	1,600
	2. Hindustani Boys' Schools (3) ...	3,844	600
	3. Kannada Girls' Schools (2) ..	2,632	500
II	Development of Primary Schools into Incomplete Middle Schools—		
	1. Kannada Boys' Schools (9) ...	3,547	900
	2. Hindustani Boys' Schools (3) ..	1,601	300
III	Improving the staff of existing schools—		
	1. Kannada Boys' Schools (21) ...	3,919	...
	2. Hindustani Boys' School (1) ...	243	...
	3. Kannada Girls' Schools (12) ...	984	...
	4. Hindustani Girls' School (1) .	420	...
IV	Opening of fresh schools—		
	1. Kannada Boys' Schools (8) ...	1,584	1,200
	2. Hindustani Boys' Schools (5) ..	1,215	750
	3. Panchama Boys' Schools (2) ..	366	300
	4. Hindustani Girls' Schools (4) ...	1,686	800
V	Conversion of Grant-in-aid Primary Schools into Government Institutions—		
	1. Kannada Boys' Schools (81) ...	12,804	14,550
	2. Hindustani Boys' Schools (27) ...	4,539	4,350
	3. Schools for Panchamas and other depressed classes (19)	2,409	2,850
	4. Kannada Girls' Schools (20) ..	3,384	3,050
	5. Hindustani Girls' Schools (2) ...	684	300



No.	Item	Extra cost	
		Recurring per annum	Non- recurring
		Rs.	Rs.
VI	Opening of Practical Instruction classes—		
	1. Boys' Middle School, Amruthur ...	600	920
	2.       "                 "       Bellavi ...	500	300
	3.       "                 "       Chiknayakan-	540	350
	halli		
	4. Boys' Incomplete Middle School,	700	250
	Sithakal		
	5. Empress Girls' School, Tumkur ...	550	600
	6. Girls' Incomplete Middle School,	550	600
	Maddagiri		
VII	Equipment of existing schools—		
	1. Kannada Boys' Schools         ...       ...		2,500
	2. Hindustani Boys' Schools       ...       ...		1,000
	3. Kannada Girls' Schools         ...       ...		1,000
	4. Hindustani Girls' Schools       ...       ...		500
	Total       ...	57,087	40,070

The above proposals involve an annual recurring expenditure of Rs. 57,087 and a non-recurring expenditure of Rs. 40,070. The recurring expenditure is well within the estimated normal annual income of Rs. 60,000 and the non-recurring expenditure is proposed to be met from the amount of cess collected during the year 1923-24, *viz.*, Rs. 60,000 leaving a sufficient balance for non-recurring items yet to be proposed.

The foregoing proposals for the utilisation of the cess are sanctioned. The balance of Rs. 2,913 out of the recurring income may be kept as a margin for non-recurring expenditure each year.

*G. O. No. 174-6—Edn. 98-22-14, dated 15th July 1924.*

## A G R I C U L T U R E.

### Department of Agriculture.

#### FORMATION OF A WELL BORING AND SINKING SECTION.

The question of starting a large and systematic campaign for the sinking of irrigation wells with the aid of improved appliances and of affording technical advice to persons who sink wells for irrigation purposes and drinking water, has been under the consideration of Government for some time past. The Director of Agriculture who had been requested to submit a suitable scheme has reported that the present state of water supply in regard to a very large proportion of tanks being unsatisfactory and inadequate, it has to be supplemented by sinking subsidiary wells on a large scale and that therefore it is necessary to organize a well boring section in the Agricultural Department. He has accordingly sent up the following proposals involving an expenditure of about Rs. 25,000 for 1924-25 :—

(i) (a) That in addition to the two Musto's Boring plants in the Agricultural Department, two more plants in the charge of the Deputy Commissioners of Tumkur and Mysore may be handed over to the Agricultural Department and

(b) That as some of the plants are much out of order one of them may be scraped and its parts made available for the repair of the other three.

(ii) That the marginally-noted machinery be purchased at a cost of about

Purchase of 2 Meyers Pumps ..	500	Rs. 4,000.
2 Portable pumping outfits to empty wells in course of sinking .. ..	3,500	

(iii) That the services of a well-boring Engineer on Rs. 350 per month may be secured.

(iv) That a sum of Rs. 14,542 to meet the salary of

<i>Officer's pay.</i>			the well bor-
Boring Engineer on Rs. 350 per mensem ..		Rs. 4,200	ing Engineer and the esta.



<i>Office Establishment.</i>			
1 Clerk on	Rs. 60 per mensem	..	720
1 Store Clerk	40 do	..	480
1 Station Duty Man	25 do	..	300
3 peons at	12 do	..	432
T. A. to Officer and	Establishment	..	1,000
Contingencies		..	1,500

<i>Technical Establishment.</i>			
1 Boring Inspector on	Rs. 100 per mensem	..	1,200
1 Boring Operator for power machine (only $\frac{1}{2}$ the cost will be debited to this work.)		..	450
3 Boring Operators on	Rs. 50 each per mensem for hand power machine	..	1,800
3 Engine Drivers at	Rs. 40 each. (One $\frac{1}{3}$ of the cost of 1 Driver will be charged to other works.)	..	1,200
1 Smith on	Rs. 75 per mensem	..	900
1 Helper on	Rs. 30 do	..	360

Total .. .. 14,542

(v) That Rs. 3,000 for fitting up and putting in order the aforesaid Musto's Boring Plants and Rs. 3,300 being running charges for the Musto's Boring Plants, Calyx Powder Drill, Two Meyers Pumps and 2 pumping sets above referred to, may be sanctioned.

Government are pleased to sanction the proposals of the Director of Agriculture temporarily for a period of one year with effect from 1st July 1924 and necessary provision for the expenditure of Rs. 25,000 will be made in the Budget for the year 1924-25 for this purpose.

The Director of Agriculture is requested to submit proposals as to the charges to be levied from private persons or Municipalities or District Boards for whose benefit and on whose behalf wells might be sunk by the organization sanctioned in this order.

*G. O. No. I. C. 7679-7742--A. & E. 132-23-7,  
dated 18th June 1924.*

#### **Veterinary Dispensaries.**

Government direct that a Veterinary Dispensary be opened at each of the marginally-noted places for which a provision of Rs. 9,020 has been made in the Budget of the current year. The respective District Boards and Municipalities have consented to bear their quota of initial cost of opening the dispensaries and their maintenance charges. Necessary provision should be made for the above expenditure in the budgets of the local bodies for the current year.

*G. O. No. I. C. 99-106--A. & E. 14-23-17,  
dated 8th July 1924.*

## CO-OPERATIVE SOCIETIES.

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### The Co-operative Department

#### APPOINTMENTS OF 2 SUB-ASSISTANT REGISTRARS.

The Registrar of Co-operative Societies has reported that ever since the abolition of the Personal Assistant's post, most of his time is taken up by the routine work of his office and that it has not been possible for him to pay the required attention to development and other more important work of the Department. He has therefore proposed the appointment of two Sub-Assistant Registrars on Rs. 150-10-200, one of them to attend to office work as his Personal Assistant and suits work and the other to be in charge of consolidation and development work connected with Agricultural and Sericultural Co-operation, Depressed class work and also for clearing up the arrears of suits in the divisions. To obviate extra cost he has suggested the abolition of the two First Grade Inspectors' posts, the retrenchment of an Inspector on Rs. 55, one peon on Rs. 11 and one clerk on Rs. 35 which will effect a savings of Rs. 101 per mensem.

Government are pleased to accept the Registrar's recommendations and to direct that the two posts of First Grade Inspectors be abolished, that the number of Inspectors be further reduced by one on Rs. 55 along with his peon on Rs. 11 and that a clerk's place on Rs. 35 be also retrenched. Out of the savings thus effected, two posts of Sub-Assistant Registrars in the grade of Rs. 150-10-200 will be created. Messrs. T. Venkataramiah and D. Krishna Rao, Inspectors, First Grade, will be appointed Sub-Assistant Registrars on a pay of Rs. 170 each in the grade of Rs. 150-10-200. Mr. Venkataramaiah will be entrusted with consolidation and development work, connected with Agricultural and Sericultural Co-operation and other duties as proposed by the Registrar and Mr. D. Krishna Rao will be appointed Personal Assistant to the Registrar to look after the routine work of the Registrar's Office and any other work that may be assigned to him by the Registrar.

Government are also pleased to approve of the statement sent up by the Registrar showing the redistribution of taluks among the existing Inspectors.

*Order No. I. C. 316-17—C. S. 75-23-3, Dated  
15th July 1924.*



*PART II Reviews of important reports, books and publications issued by the Government Departments (Mysore).*

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**The Mysore Archaeological Department**

Archaeology is a subject of absorbing interest not only to the research scholar, but also to those interested in history and antiquities. It will always be to the credit of the Government of Mysore that they have constituted a department of Archaeological Researches, whose object is not only to look for works of art or buried treasure but also to save ancient monuments and structures in the State from disintegration and disappearance. It is due to this department that keen interest has been evinced in the care and preservation of those structures scattered about the State, some magnificent beyond description and others replete with historical researches. Time was when in Mysore, as in the other parts of India, these relics were left without any attempt at their preservation, but that day has happily gone by and the department of Archaeology has been exerting itself in the direction of preventing further deterioration of the various well-known monuments. The annual reports of the department are well written, and contain many excellent illustrations and these features go far to command the attention, of even the most hardened and disillusioned reader of Government reports. The latest report of the department for the year 1922-23, of which a copy has been forwarded to us, maintains its usual standard of excellence. The total number of manuscripts acquired by the departmental staff during the past year was 53, while the number of fresh epigraphical records obtained was 130. The majority of the inscriptions discovered relate to various periods between the 10th and 19th century. As many as 100 silver and copper coins were examined during the year and one silver coin of Nepal is reported to bear the name of Sri Rajendra Vikrama Sahadeva on the obverse and Bhavani and Sri Gorakanath on the reverse. The report lays stress on the need for the early enactment of

a law providing for the better preservation of ancient monuments in the State. It is interesting to note that in Greece and Italy the feeling is strongly in favour of leaving antiquities in the exact condition to which time has reduced them and it is considered almost a sacrilege to reconstruct a falling roof or rebuild a tottering wall. That view, happily does not guide the practice in British India where legislation exists which seeks to ensure the preservation of ancient monuments of archæological, historical or artistic interest. It is an offence to injure these structures in any way and they are the special charge of the Archæological Survey. The desire to conserve and protect ancient monuments in Mysore thus follows the practice in British India, and a Bill is at the moment under the consideration of the Government, of which the general principles are as follows:—

“Any ancient monument can be declared a protected monument by a notification and the Government can acquire rights in or guardianship over an ancient monument under certain circumstances and enter into an agreement with the owner for its proper preservation. Purchasers at certain sales and persons claiming through the owner are bound by such agreements. The terms may be altered from time to time, and the agreement may be terminated also after notice on either side. The agreements may provide, among other matters for the preservation of monument, its maintenance and custody, and the facilities of access to be permitted to the public. Any protected monument in danger of destruction, injury or falling into decay may be compulsorily acquired under the Land Acquisition Regulation.

It is also proposed to prohibit traffic in antiquities which may prove detrimental to the State and to take power to control the movement of sculptures, carvings, images, base reliefs, inscriptions or other like objects and to restrict excavations in any prescribed area.”

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#### **Prickly Pear as a fodder for cattle.**

The above is the title of a pamphlet issued by the Department of Agriculture in Mysore, embodying the results of its investigations. It is common knowledge that the adverse seasonal conditions during the past one or two years have so greatly reduced the supplies of fodder in many



parts of the State that it has been found necessary to supplement the scanty stocks in villages in every manner possible. The raiyats themselves, more especially in the Tumkur and Kolar Districts, would appear to have sought relief by reducing their herds of cattle to the lowest possible limit by sale but even with this forced reduction in stock, the available supplies of fodder proved inadequate. This shortage of fodder is likely to continue till new supplies become available. The Department of Agriculture has therefore been investigating for some time past all possible means of supplementing the village stocks so as to help the raiyats in saving their draught bullocks and feeding cows. The pamphlet before us seeks to explain what has been done and what can be done in the way of using prickly pear as a subsidiary source of fodder supply which has up to the present been practically unutilised in the State.

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*PART III—Extract.***EDUCATION.****The Universities Conference.****H. E. the Viceroy's Speech.**

Let me extend my warm welcome to the delegates of the Universities of India who are assembled here for the Conference. I am conscious that many of you have travelled considerable distances to attend this Conference at a season of the year when, unfortunately, the rigors of the climate add in a material degree to the fatigue and discomfort inseparable at all times from long journeys. In many cases, also, I know that your absence from your other duties and pre-occupations at this time has been only arranged at considerable personal inconvenience and sacrifice. I and my Government highly appreciate the sense of public duty, of interest in the objects of the Conference, and of keenness to take part in any measure to advance the well-being of the Universities, which has prompted you to accept our invitation, and we are grateful to the Governing Bodies of the Universities for their ready and willing response to our suggestion for the Conference. I am confident that my Government will profit by the Conference and acquire a most useful store of advice on the important questions to be discussed from the united wisdom of so distinguished a body of representatives, and I believe the results will be generally acknowledged by the Universities also to be highly beneficial to the best interests of the Universities and of University teaching.

*Mission of University Training.*

This is the first Conference of the kind that has been held, and I welcome this opportunity of inaugurating its proceedings. Ever since I came to India I have taken a keen interest in the Universities, and whenever I have been at a University centre and have had the opportunity, I have visited the University and made the acquaintance of those



who conduct its affairs and instructed myself regarding the work of the University and its influence. These individual visits have been a source of pleasure and interest to me, and I trust I have been able, in my addresses, to convey my high conception of the great mission of University teaching and training and my personal conviction of the extreme importance of University work in India, in its effect both on the individual and the country as a whole. If, by my visits, I have communicated in some measure my desire to stimulate and encourage those who share my ideals for the true scope of University teaching to look with confidence beyond local problems and difficulties of the moment confronting the administration of a particular University to the higher and wider plans which await successful University development, my solicitude has been amply repaid. Many of those here to-day I have had the pleasure of meeting within the walls of their own Universities. It is a pleasure to meet them again, and to meet together, and from this assembly of representatives of various Universities, I entertain great expectations.

### *Value of the Conference.*

The advantages of collecting representatives together in a Conference may not at first sight be apprehended. It is true that each University is self-contained, it has its own work to perform, and the needs of its own centre and clientele to provide for. To a large extent, its destiny lies in its own hands, and it is a matter of its own fortunes, and alone responsible for its own success or failure. Nevertheless, in the history of a country, the more important factor is not the success of an individual University, but the influence and effect of University policy and education as a whole. To take an example from the scheme of the Universe, a particular flower may have beauty, color, scent, and perfection of form, or perhaps uses peculiar to itself, but its importance in the general scheme of creation is not comparable with that of the flower world as a whole, with its infinite variety of beauty, form, colour, virtues and uses. We might deplore the loss of a single species, but any change affecting the whole flower world would be unthinkable calamity.

### CENTRAL GOVERNMENT'S INTERESTS.

I have stated the fact of my constant interest in Indian Universities. Let me explain more precisely the reason for

it and for my personal satisfaction in inaugurating the Conference. It may appear that, as education is now a Provincial subject, and as the connection of the Government of India or of the Indian Legislature in regard to the Universities has only been prescribed in certain particular cases for special reasons, the Governor-General and the Central Government cannot be supposed to be directly interested in their affairs. It is true that University administration is largely and rightly a Provincial care, but the abstract idea which underlies all forms of University activity is of such cardinal importance that it is woven into the principal functions of the Government of India and Governor-General. The outcome of the spread of University teaching, if it achieves success and exerts its proper influence, is to set an intellectual and moral standard for the people of India as a whole. It should be the principal formative influence in the development of capacity in these directions. Its highest ideal is not to rest content with the production of individuals of brilliant attainments, but to ensure permanent progress in the mental outlook of the people as a whole and to give birth to a higher moral tone in general and to a more widespread striving for enlightenment. The responsibility of the Government of India for the administration and progress of the country and the charge which has been laid on me as Governor-General by the King-Emperor in his Instructions, "that the Governor-General should use all endeavors consistent with the fulfilment of his responsibilities to Us and Our Parliament for the welfare of Our Indian subjects," cannot be fulfilled unless I and my Government take a direct interest in fostering these ideals and in assisting towards their consummation. A healthy national life depends on the wide dissemination of a desire to arrive at balanced judgments of ideas, of duty and discipline, and of common responsibilities and mutual obligations. These can only come by the spread of an atmosphere which it is one of the most important functions of the Universities to diffuse. We have to travel away from the narrow and the circumscribed view which regards education only as a means of individual advancement or profit, and pass out towards the broader horizon where education is destined to achieve a higher purpose, to lead the man intellectually endowed and aided by the illuminating quality of imagination to those greater altitudes from which to reflect honour and glory upon his fellowmen and his country where these conditions have been



established. Those who have profitted by University teaching will look back on their University days not merely as an episode serving an individual and material end, but as an epoch in their lives which beckoned along the road of honour and duty.

### *Universities in India.*

Let me now turn to the objects which this Conference primarily has in view. In order to appreciate to the full the necessity for this Conference, in addition to the consideration of the importance of fostering common ideals, already explained, a brief review of the history of Universities in India, started with the foundation of the Calcutta University in 1857, will not be out of place. By 1887, four more Universities had come into existence, and these five institutions continued to exist and cater for the needs of academic education in India. Until 1916, these Universities were all of the affiliating type. This system was well adapted for the first steps, but as the demand for education increased, it outgrew, as is now generally admitted, its usefulness. There was no limit to the number of institutions which would be affiliated to a University, and for 30 years, which elapsed between 1887 and 1916, the increasing demand for University education was met, not by the creation of new Universities, but by adding to the number of the affiliated colleges, and inflating their capacity. The strain on the central organisations which were not designed to cope with this unwieldy growth, and the weakness of the tie with and between the groups of constituent colleges, of ten situated several hundred miles apart, and in a position to contribute nothing to the vitality of the University, gradually drained all reserves of strength and resulted in loss of efficiency. Paralysis seemed imminent, which would for ever impair the beneficent activities both of the body itself and of its members.

### *The new Universities.*

The Government of India were alive to the danger and broke new ground by advocating a restriction of the area attached to affiliating Universities by the creation of separate Universities for each Province, and by the institution of local teaching and residential Universities within each Province, with a view to secure more progressive educational efficiency. Local patriotism and communal

enthusiasm also came to the aid of the Government, and to one or other of these various causes may be ascribed the birth of seven new Universities in British India since 1916.

### *The Calcutta University Commission.*

A powerful stimulus to University reform and strong support for the establishment of the unitary teaching type of University, advocated by the Government of India, was also created by the report of the Calcutta University Commission. It is no exaggeration to say that the whole course of University education has been profoundly affected by the publication of this Report. No aspect of the functions of a University in India, of the needs for which it should cater, or of the conditions essential for its success, escaped the careful survey of this Commission. The highest praise of the labors of the members is to be found in the fact that, though only dealing with the Calcutta University, their conclusions were at once recognised as applicable or adaptable to the whole of India, and not only has all legislation for the incorporation of the Commission's Report embodied features from their recommendations, but some of the older Universities also have, in some respects, remodelled their structure on lines advocated by them.

### *A Period of Transition.*

We are now at a period in the history of Universities in India where there has been a sudden increase in the number of Universities. The growth has been phenomenal. In less than a decade the number of Universities has doubled. We are also at a stage where the transition from an older to a new type is in evidence. A part from changes in external structure, we are living in an era of University reform affecting the internal composition of each edifice. This reform is proceeding, hampered, it is true, in many cases by difficulties of finance, but proceeding nevertheless with a wider horizon of intention, and a greater variety of aims than at any past period of University history in India. I need scarcely point out that, at such a time, it is essential to ensure the preservation of the highest standards of University education and to safeguard against any falling away from the ideals of the best class of University training. With a multiplication of institutions, with alterations in type, with changes in systems, and with



financial stringency affecting the complete execution of projects, there is no small risk of some deviation from the right road to educational efficiency. It is a time for conserving and strengthening resources and for using them to the best advantage, it is a time when the newer may lean to some extent on the garnered experience of the older foundations, and when the latter may in turn, derive some assistance from newer methods under trial in the former. It is a time for mutual help and for co-operation between Universities. A united front must be shown. There must be a joint effort to develop higher education in India to the highest standard. There must be combination to meet reasonable criticism and to remedy defects. Some uniformity of internal organisation seems desirable if there are to be no weak spots in the general system. The work of reorganisation and development lies primarily in the hands of each individual University with the help and control of the Local Government, but the Government of India will always take a profound interest in the progress of the Universities, and it is with the hope of strengthening the structure as a whole and of adding solidarity to the general system that they have initiated this Conference.

### *Future Developments.*

The recent advance in the quality and scope of University teaching in India has been remarkable. It should be a source of satisfaction to all those who have labored to bring it about, and I congratulate them upon the achievement of our laurels. We cannot conceal from ourselves that we have a vast field still to cover. If the highest standard had already been reached, we should not find so many of our brightest students leaving India to complete their education and to seek degrees in England or foreign countries. We must confess to a need for further development in many directions, more especially in higher technological education. We are conscious that our medical courses have not attained the standards which are elsewhere regarded as the highest. Though India has vast potential resources in the mineral world lying undeveloped, no facilities, I believe, exist at present for the advanced study of mining engineering in India, and the only School of Mines is still in the stage of being constructed. The higher education of women also is still in its infancy. I have mentioned only a few instances out of many not in a spirit of

reproach, because I am fully conscious of the great work that has been accomplished, and of the difficulties that have been surmounted in the fields we have already explored, but with a desire to advance the ideal with which, I know, you are all in sympathy, of striving to perfect our University education in India, and to attain the highest possible standards.

I trust I have now made clear the special needs which, my Government hopes, may be served by this Conference, and the directions in which the results of the Conference may be expected to benefit individual Universities and University education as a whole. If in some degree these expectations can be realised, we shall derive permanent advantages from this first Conference of Indian Universities.

### *The Development of Reason.*

Before I conclude, let me bring to your notice one aspect of the influence of Universities, to which I attach the highest importance. I need not lay stress on the great part each University plays in the life of the local or Provincial community, or on the still more important part Universities may be expected to play in the life of India as a whole, if, by co-operation and mutual assistance between Universities, those common ideals and that united strength and solidarity for which we all hope can be attained. If I were to be asked what is the greatest service the Universities can perform for India, I should be in no doubt as to my answer. I should reply "to extend the empire of reason in India until it is co-terminous with the Empire of India itself." It is a common place that one of the effects of University education should be to produce in the individual, to a greater or lesser degree, according to his capacity the power of forming a balanced judgment by the exercise of reason, and a careful examination of ascertained facts. This should be the first characteristic of the scientifically trained and scholarly mind. A mind of this mould will first strive to determine whether the whole of the facts and the whole material necessary for decision have been marshalled for examination. The examination of the material will proceed by testing each component part and assigning to it correct relative value to the whole. This process can only be successfully carried out by the operation of unbiassed reasoning and by banishing all shadow of prejudice and



assumption from the test. In the end, the accurate result is only attained by the exercise of an untiring capacity for probing each feature of the case and of a passionate desire to find the truth. These are the mental processes which lead up to a reasoned judgment. Difficult as they may appear, they are nevertheless inherent in the powers of the human mind, and only need cultivation to secure their growth and expansion. Without such cultivation, the mind is prone to rely excessively upon sentiment, intuition, and impulse. Let me examine for a moment these springs of human action; sentiment may be, and indeed often is, noble; it is universal; there is no mind so dull, no nature so callous that some spark of sentiment cannot be found in it, but sentiment alone is an unsafe guide to decision. It is too often exercised on an object before reason has time to ascertain whether the object is worthy of its exercise. It is nearly related to prejudice; by itself, it is an insufficient and unstable ballast for any nation and by trusting to it alone, nations have suffered the ship of State to wreck. To weather the storms and to bring the vessel into safe harborage, sentiment should be controlled and guided by reason. Intuition has its value for the individual or the Nation. It is a mental short cut which offers no assured return to the high-road. If reason is sufficiently developed, it can reach with certainty that end which intuition may only occasionally attain. Impulse is closely allied to intuition, and carries with it the same uncertainty. It is perhaps the commonest of all springs of human action. When not controlled by reason, it is surely the most unsafe of all guides. Nevertheless, sentiment, intuition and impulse have their bright moments. They do not resemble reason, which, like the sun, shines with a light constant, uniform, and lasting; for sentiment, intuition and impulse, although at times a spark of divine afflatus may inspire them, are meteors only of uncertain lustre, irregular in motion and delusive in direction. It is the high function of University teaching to provide them with the sure light of the torch of reason, to hand it on from hand to hand until it has illumined the uttermost dark corners of this country, and to spread abroad the beams of enlightenment and certainty where the mists of doubt now mask the light.

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## FOREST.

### Forestry in Madras.

#### A YEAR'S WORKING.

The following is the review of the Government of Madras on the working of the Forest Department for the year ending March 31, 1923 :

As the Chief Conservator points out the year under review was to a large extent one of marking time though not of stagnation. The reason for this was partly the continuing financial stringency, but mainly the fact that the Government has under consideration a comprehensive scheme of forest exploitation on sound commercial lines. There can be no doubt that the true line of forest development in this Presidency, lies in the exploitation by the Forest department as a commercial department on business lines of the great timber forests which are amongst the most valuable natural assets of the Province and in the transfer of other forest areas which are useful merely as grazing grounds or as sources of fuel supply to the management of forest panchayats or other suitable agency. The relationship of such agencies to the Forest Department is a question which the Government propose to examine at an early date.

In these circumstances, the working of the Forest panchayet system becomes of special importance. It is too early yet to pass any opinion on this but the progress made during the year under review and since its close provides sufficient justification for an optimistic view. The special panchayet staff which was sanctioned with effect from October 1, 1922 had at the end of the year worked in eleven districts of the Presidency and out of 966 square miles of class V forest in these districts 586 square miles had been placed under panchayet management. A liberal policy was adopted in fixing the assessment and the Government are glad to note that the raiyats generally appeared anxious to avail themselves of the opportunity to manage this class of forests. There are indications that the increased knowledge of the difficulties of forest administration which the villager



obtains when he has a voice in forest management is bringing home to him an understanding of the necessity for that administration.

A beginning was made during the year in introducing a system of commercial accounts in those undertakings of the Forest Department which appeared most suitable for conduct on strict business lines. Mr. C. F. George, an accounts officer lent by the Government of India, prepared reports on the Russellkonda saw-mill and the Chenat Nair exploitation scheme during the year and subsequently on the Goomsur forests, the Nilambur forests and the Mount Stuart working circle. The most important step which has yet been taken in regard to forest exploitation was not, however taken until after the close of the year when a Chief Forest Engineer and a Logging Engineer were recruited from America.

It is much to be regretted that the operations of both of the two undertakings so far worked on commercial lines resulted in a loss. That on the Russellkonda saw-mill which amounted to Rs. 6,216-0-9 is attributed to the poor quality of timber brought to the mill; from 1,26,571 cubic feet of logs operated on only 41,318 cubic feet of saleable planks and scantlings were produced. The Chief Conservator reports that as a result of the experience gained during the early stages of the mill's working greater attention is now being paid to the necessity for more careful selection of the timber to be supplied to the mill. The information available since the close of the year goes to show that his anticipation that this will result in an improvement in out-turn and in profits in the current year bids fair to be realised. They also trust that the advent of the Chief Forest Engineer will completely alter the position of the exploitation operations in the Chenat Nair forests in which there was a deficit of Rs. 52,500 last year excluding interest and depreciation. Proposals for erecting a portable mill and box-making plant at Olavakkot to enable the produce of these forests to be placed in the market in the form in which it will command the most ready sale are under their consideration. The appointment of a Forest Utilisation officer to act as liaison officer between the department and the trade and also of the well-known firm of Messrs. Howard Brothers, as sole agents to Government for the sale of Indian timber in Europe to which effect has recently been given should have valuable results.

Forest regeneration is no less important than forest exploitation. It is therefore satisfactory that the Chief Conservator is able to report a distinct advance during the year in the direction of systematic operations for the establishment of young crops of valuable species in almost all the principal forests of the Presidency.

The financial result of the year's working may be considered distinctly satisfactory a deficit of Rs. 3.72 lakhs being converted into a surplus of Rs. 4.84 lakhs.

Two hundred and forty-nine square miles were finally settled under the Forest Act, 245 square miles being in the Upper Godavery division. About 48 square miles were disforested to provide for cultivation chiefly in the districts of Bellary, Anantapur, Guntur, Cuddapah, Chingleput, North Arcot and Salem. The net result was an increase of 202 square miles in the area of reserved forests which at the end of the year was 19 064 square miles. Two hundred and four miles of roads were constructed at a cost of Rs. 1,37,605 and 1,212 miles were repaired at a cost of Rs. 95,504. The total expenditure on buildings was less than in 1921-22 being Rs. 1,62 lakhs, now as compared with Rs. 252 lakhs in the previous year. Out of this a sum of Rs. 17,006 was spent on the restoration of buildings at Nilambur which were damaged during the Moplah rebellion. With the more intensive exploitation of forests in areas such as Chenat Nair, in which villages are few and far between, the necessity of providing quarters for the Forest staff is becoming urgent; but here again progress is limited by the amount of money available.

In paragraph 6 of his report the Chief Conservator states that, in order to meet the demands of the villagers for agricultural implements and small timber, simple working schemes have been prepared and sanctioned for certain areas in Kollegal and North and South Coimbatore. The Government would be glad to have more precise information as to the nature of these schemes and to know whether similar schemes have been prepared for and are in operation in other districts. If so the way in which they are working should be reported.

The definite breakdown of the non-co-operation movement had an important re-action on forest protection. Lawlessness was much less in evidence, the change for the better being specially marked in the Guntur District and



offenders showed greater willingness to compound offences rather than to go to court. Of a total of 32,874 forest cases for the whole Presidency 23,711 were compounded and 7,180 taken to court as compared with 29,040 cases in 1921-22 of which 19,591 were compounded and 7,540 taken to court. The Chief Conservator explains that the increase in the number of offences detected is due to the greater efficiency of the protective staff. The Government are glad to note the improvement in efficiency but none the less consider that the increase in the number of offences is a matter for regret and trust that the extension of the forest panchayet system will effect a rapid reduction in forest crime.

The Government observe that the system of early burning though reported to be less expensive and more effective than the methods previously in vogue is not popular in some districts especially in Cuddapah. The system is at present in an experimental stage and the Government desire that its results should be carefully watched.

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## I R R I G A T I O N .

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### The Mysore-Madras Cauvery Agreement of 1924.

#### ITS TERMS.

1. Whereas by an agreement, dated 18th February 1892, commonly known and cited as the 1892 agreement, entered into between the Government of His Highness the Maharaja of Mysore, hereinafter referred to as the Mysore Government, and the Government of Madras, hereinafter referred to as the Madras Government, certain rules and schedules defining the limits within which no new irrigation works to be constructed by the Mysore Government without previous reference to the Madras Government were framed and agreed to ; and

2. Whereas under clause III of the said agreement the Mysore Government asked for the consent of the Madras Government to the construction of a dam and a reservoir across and on the river Cauvery at Kannambadi now known as the Krishnarajasagara dam and reservoir ; and

3. Whereas a dispute arose as to the terms under which the Mysore Government were to construct the dam in the manner and form proposed by them ; and

4. Whereas such dispute was referred to the arbitration of Sir H. D. Griffin who gave an award in the year 1914 as to the terms and conditions under which the Madras Government should consent to the construction of the said dam and reservoir ; and

5. Whereas the Madras Government, after the said award of the said arbitrator was ratified by the Government of India, appealed to the Secretary of State for India who reopened the question ; and

6. Whereas thereupon the Mysore Government and the Madras Government with a view to an amicable settlement of the dispute entered into negotiations with each other ; and

7. Whereas the result of such negotiations, certain Rules of Regulation of the Krishnarajasagara reservoir were



framed and agreed to by the Chief Engineers of the Mysore and Madras Governments on the 26th day of July of the year 1921, such Rules of Regulation forming Annexure I to this agreement; and

8. Whereas, thereafter, the technical officers of the two Governments have met in conference and examined the question of extension of irrigation in their respective territories with a view to reaching an amicable arrangement; and

9. Whereas as the result of such examination and conference by the technical officers of the two Governments, certain points with respect to such extension were agreed to respectively by the Chief Engineer for Irrigation, Madras, and the Special Officer, Krishnarajasagara Works, at Bangalore, on the 14th day of September 1923, such points forming Annexure III to this agreement.

10. Now these presents witness that the Mysore Government and the Madras Government do hereby agree and bind themselves, their successors and representatives as follows:—

(i) The Mysore Government shall be entitled to construct and the Madras Government do hereby assent under clause III of the 1892 agreement to the Mysore Government constructing a dam and a reservoir across and on the river Cauvery at Kannambadi, now known as the Krishnarajasagara, such dam and reservoir to be of a storage capacity of not higher than 112 feet above the sill of the under-sluices now in existence corresponding to 124 feet above bed of the river before construction of the dam, and to be of the effective capacity of 44,827 million cubic feet, measured from the sill of the irrigation sluices constructed at 60 feet level above the bed of the river up to the maximum height of 124 feet above the bed of the river; the level of the bed of the river before construction of the reservoir being taken as 12 feet below the sill level of the existing under-sluices; and such dam and reservoir to be in all respects as described in schedule forming Annexure II to this agreement.

(ii) The Mysore Government on their part hereby agree to regulate the discharge through and from the said reservoir strictly in accordance with the Rules of the Regulation set forth in the Annexure I, which Rules of Regulation shall be and form part of this agreement.

(iii) The Mysore Government hereby agree to furnish to the Madras Government within two years from the date of the present agreement dimensioned plans of anicuts and sluices or open heads at the off-takes of all existing irrigation channels having their source in the rivers Cauvery, Lakshmanathirtha and Hemavathi, showing thereon in a distinctive colour all alterations that have been made subsequent to the year 1910, and further to furnish maps similarly showing the location of the areas irrigated by the said channels prior to or in the year 1910.

(iv) The Mysore Government on their part shall be at liberty to carry out future extensions of irrigation in Mysore under the Cauvery and its tributaries to an extent now fixed at 110,000 acres. This extent of new irrigation of 110,000 acres shall be in addition to and irrespective of the extent of irrigation permissible under the Rules of Regulation forming Annexure I to this agreement, *viz.*, 125,000 acres *plus* the extension permissible under each of the existing channels to the extent of one-third of the area actually irrigated under such channel in or prior to 1910.

(v) The Madras Government on their part agree to limit the new area of irrigation under their Cauvery-Metur project to 301,000 acres, and the capacity of the new reservoir at Metur, above the lowest irrigation sluice to ninety-three thousand five hundred million cubic feet.

Provided that, should scouring sluices be constructed in the dam at a lower level than the irrigation sluice, the dates on which such scouring sluices are opened shall be communicated to the Mysore Government.

(vi) The Mysore Government and the Madras Government agree, with reference to the provisions of clauses (iv) and (v) preceding, that each Government shall arrange to supply the other as soon after the close of each official or calendar year, as may be convenient, with returns of the areas newly brought under irrigation, and with the average monthly discharges at the main canal heads, as soon after the close of each month as may be convenient.

(vii) The Mysore Government on their part agree that extensions of irrigation in Mysore as specified in clause (iv) above shall be carried out only by means of reservoirs constructed on the Cauvery and its tributaries mentioned in Schedule A of the 1892 agreement. Such reservoirs may be of an effective capacity of 45,000 million cubic feet,



in the aggregate and the impounding therein shall be so regulated as not to make any material diminution in supplies connoted by the gauges accepted in the Rules of Regulation for the Krishnarajasagara forming Annexure I to this agreement, it being understood that the rules for working such reservoirs shall be so framed as to reduce to within 5 per cent any loss during any impounding period, by the adoption of suitable proportion factors, impounding formula or such other means as may be settled at the time.

(viii) The Mysore Government further agree that full particulars and details of such reservoir schemes, and of the impounding therein, shall be furnished to the Madras Government to enable them to satisfy themselves that the conditions in clause (vii) above will be fulfilled. Should there arise any difference of opinion between the Madras and Mysore Governments as to whether the said conditions are fulfilled in regard to any such scheme or schemes, both the Madras and Mysore Governments agree that such difference shall be settled in the manner provided in clause (xv) below.

(ix) The Mysore Government and the Madras Government agree that the reserve storage for power generation purposes now provided in the Krishnarajasagara may be utilized by the Mysore Government according to their convenience from any other reservoir hereafter to be constructed and the storage thus released from the Krishnarajasagara may be utilized for new irrigation within the extent of 110,000 acres provided for in clause (iv) above.

(x) Should the Mysore Government so decide to release the reserve storage for power generation purposes from the Krishnarajasagara, the working tables for the new reservoir from which the power water will then be utilized shall be framed after taking into consideration the conditions specified in clause (vii) above and the altered conditions of irrigation under the Krishnarajasagara.

(xi) The Mysore Government and the Madras Government further agree that the limitations and arrangements embodied in clauses (iv) to (vii) *supra* shall, at the expiry of fifty years from the date of the execution of these presents, be open to reconsideration in the light of the experience gained and of an examination of the possibilities of the further extension of irrigation within the territories of the respective Governments and to such modifications and additions as may be mutually agreed upon as the result of such reconsideration.

(xii) The Madras Government and the Mysore Government further agree that the limits of extension of irrigation specified in clauses (iv) and (v) above shall not preclude extension of irrigation effected solely by improvement of duty, without any increase of the quantity of water used.

(xiii) Nothing herein agreed to or contained shall be deemed to qualify or limit in any manner the operation of the 1892 agreement in regard to matters other than those to which this agreement relates or to affect the rights of the Mysore Government to construct new irrigation works on the tributaries of the Cauvery in Mysore not included in Schedule A of the 1892 agreement.

(xiv) The Madras Government shall be at liberty to construct new irrigation works on the tributaries of the Cauvery in Madras and, should the Madras Government construct, on the Bhavani, Amaravati or Noyil rivers in Madras, any new storage reservoir, the Mysore Government shall be at liberty to construct, as an offset, a storage reservoir in addition to those referred to in clause (vii) of this agreement on one of the tributaries of the Cauvery in Mysore, of a capacity not exceeding 60 per cent of the new reservoir in Madras.

Provided that the impounding in such reservoirs shall not diminish or affect in any way the supplies to which the Madras Government and the Mysore Government respectively are entitled under this agreement, or the division of surplus water which, it is anticipated, will be available for division on the termination of this agreement as provided in clause (xi).

(xv) The Madras Government and the Mysore Government hereby agree that, if at any time there should arise any dispute between the Madras Government and the Mysore Government touching the interpretation or operation or carrying out of this agreement, such dispute shall be referred for settlement to arbitration, or if the parties so agree shall be submitted to the Government of India.

A. R. BANERJI,  
Dewan of Mysore.  
18th February 1924.

P. HAWKING,  
Secretary to Government,  
P. W. D. Madras.



## LOCAL SELF-GOVERNMENT.

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### Municipalities in Behar.

EXTRACTS FROM THE GOVERNMENT RESOLUTION ON THE  
REPORTS FROM THE COMMISSIONERS OF DIVISIONS FOR  
1922-23.

The reports received from Municipalities show that there has been an increase under almost all the principal heads of taxation, raising the income from rates and taxes by about  $1\frac{1}{4}$  lakhs, and the total income by about Rs. 2 lakhs and 34 thousand. This increase is mainly due to general or partial revision of assessment. Although the aggregate incidence of taxation rose from Rs. 1-11-0 to Rs. 1-13-0 per head of population there is still scope for increased taxation. In present day conditions, when the cost of all services has risen, it is essential that there should be a corresponding increase in rates and taxes, so far as this is possible, otherwise the standard of municipal administration must suffer. In some municipalities, it is true, taxation has reached the maximum limit, but there are many in which there is still considerable room for increase. Special attention should be given to the three principal taxes, *viz.* (1) the tax on holdings, (2) the tax on persons, and (3) the latrine tax. These are the main sources of income. The tax on holdings is in force in most municipalities but all municipalities must consider which of these two forms of taxation is most suited to local conditions and which is likely to bring in the largest income. As regards the latrine tax it is usually imposed at a low rate, because under the Bengal Municipal Act the proceeds of the tax could only be used to meet expenditure incurred in cleansing private latrines, but under the new Act the proceeds can be used to meet expenditure incurred on both public and private latrines and also on all capital expenditure incurred in connection therewith. It should also be sufficient to meet the proportionate share of the cost of supervision and collection charges *e.g.*, part of the cost of the pay of a health officer or sanitary

inspector as well as of the collecting staff. On a calculation of all the items which are under the law now debitable to the latrine tax, it will be found that there is a large deficit in most cases which has to be met from the general fund. This deficit should be made good by increasing the rate of the latrine tax where possible. Government have recently issued detailed instructions containing suggestions as to how municipalities in the province can increase their income under the powers conferred by the new Municipal Act. If these instructions are carefully followed, municipal finances can be greatly improved. At present municipalities are too prone to look to Government for grants to augment their own resources and this help is not always available.

The general administration of some of the larger municipalities in the province, *viz.*, Patna City, Gaya, Darbhanga, Bhagalpur, and Monghyr was far from satisfactory and does not redound to the credit of the municipal commissioners as a whole. As new boards with increased powers under the Bihar and Orissa Municipal Act have now taken the place of the old ones, it is hoped that they will take immediate steps to remedy the defects pointed out and to improve the standard of municipal administration. It is satisfactory that Jamalpur continues to be the best administered municipality in the province. But it is a matter for regret that party feeling has been allowed to influence some of the municipal boards, *e.g.*, those of Bhabua, Arrah, Sassaram, Revelganja, Kishanganj, Colgong and Chakradharpur; this cannot but result in a loss of efficiency.

Some of the larger towns in the province, *viz.*, Patna, Gaya, Arrah, Muzaffarpur, Bhagalpur, Monghyr and Daltonganj have already a piped water supply and schemes to provide a few other towns with similar facilities are under consideration. In most cases the question of finance is an almost insuperable obstacle: in Motihari, Chapra, Cuttack, Purnea and Dumraon trial borings are being sunk. Of the existing works those at Gaya, Bhagalpur and Monghyr are still unsatisfactory and at times give rise to serious trouble. At Gaya and Bhagalpur this is mainly due to waste of water and bad supervision. If immediate steps are not taken at Bhagalpur, there is a risk of the waterworks breaking down.

Complaints of the diversion of Government grants sanctioned for special purposes have been repeatedly brought to the notice of Government through the various audit reports and inspection notes, and statements were called for



from the municipalities concerned showing how those grants had been utilised. These statements disclose the fact that a large number of municipalities have freely diverted the grants to purposes other than those for which they were made. To put a stop to this practice Government have recently amended the municipal account rules prohibiting such diversions and have required the municipalities to restore the money already diverted.

In thirteen municipalities in the province the average attendance of commissioners at meetings fell below 50 per cent, and in one municipality, namely, Tikari, the attendance was only 6·1 which is most discouraging and reflects discredit on the municipal commissioners concerned. The number of meetings convened fell below the statutory minimum in the municipalities of Lalganj, Chatra and Chakradharpur, while a large number of meetings proved abortive for want of a quorum or had to be adjourned in Krishanganj (14,) Muzaffarpur (13) Madhupur (9) Sitamarhi (8), Siwan (6), and Dumka (6). The figures are unsatisfactory.

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### Municipalities in Bengal.

#### GOVERNMENT RESOLUTION ON THE REPORTS FROM THE COMMISSIONERS OF DIVISIONS FOR 1922-23.

The year under review has not seen any very marked improvement in the general level of municipal administration, which continues to be hampered by a lack of funds. The incidence of taxation is still very low in many municipalities. If the local authorities are not content to stand still, but are genuinely anxious to improve the amenities of civic life, they must be prepared to resort to higher taxation. A lead has been given in this direction by some municipalities which have increased the rates and revised their assessment in a stringent manner.

One of the weakest features of municipal administration is said to be the marked disinclination of the municipal executive to enforce the rules regarding the prompt and timely realisation of municipal taxes through the summary procedure; the timely issue of distress warrants and the regular realisation of warrant fees. "Fear of unpopularity with the general body of ratepayers obviously lies at the root of this weakness, but it cannot be too

strongly impressed upon the municipal boards and their executive officers that timely collection of municipal dues is the first and basic condition of efficiency in municipal administration."

The number of municipalities rose from 116 to 117. A gratifying feature in connection with the general elections is that they were generally very hotly contested and the number of civil suits and objections was higher than in the preceding year. The ballot system is said to have worked satisfactorily everywhere with the solitary exception of Nawadwip where the chairman was accused of gerrymandering and has since resigned.

### *Assessment and Taxation.*

The incidence of taxation shows a steady increase. It was Rs. 2-11-7 in the year 1920-21, Rs. 2-12-2 in 1921-22, and Rs. 2-14-0 during the current year. The incidence of income shows the same upward tendency, the figures being Rs. 3-7-8 during 1920-21, Rs. 3-9-0 during 1921-22 and Rs. 3-11-7 during 1922-23. The maximum divisional average incidence of taxation was Rs. 3-11-3 in the Burdwan Division and this is followed closely by the Rajshahi Division with Rs. 3-3-3. The average amount paid by each ratepayer in the Presidency was about Rs. 19-2-2 against Rs. 17-14-1 during the preceding year.

A general or partial revision of assessment was made in 69 municipalities while the revision made during the year under review will take effect from April 1, 1923, in three other towns. The revision produced an increase of over three lakhs of rupees in the municipal demand of the Presidency as a whole. The largest increases were obtained in the municipalities of Howrah (Rs. 1,83,765), Naihati (Rs. 27,570), and Tollygunge (Rs. 23,636). The revision of assessment in the Midnapore municipality made by an honorary assessor created much discontent among the ratepayers, many of whom filed complaints and in some cases combined not to pay the revised tax. The question of appointing an assessor under section 111A of the Bengal Municipal Act to make a fresh revision is under the consideration of Government.

### *Heavy Arrears.*

There was a satisfactory increase of Rs. 3½ lakhs in collections, the percentage on the current demand rising



from 94·3 to 95·2. In 35 municipalities the collections were equal to or in excess of the current demand and in 12 they were over 99 per cent. On the other hand, the ratio was under 85 per cent in 10 municipalities, falling as low as 72 per cent in Naihati. The amount of remissions was practically the same as in the previous year and represented 3·6 per cent of the current demand.

In the Presidency as a whole the balance outstanding at the close of the year amounted to Rs. 9,88,037 against 8½ lakhs in the previous year and Rs. 7,06,896 in the year 1920-21. The Minister for Local Self-Government observes that the accumulation of such heavy arrears reflects credit neither upon the municipal commissioners nor upon their executive. Howrah shows the largest balance outstanding, viz., Rs. 4,03,903, which is due to the general revision of assessment in Wards Nos. 4 and 8 being followed by appeals. The Chairman reports that of this large accumulation a sum of Rs. 1,57,542 has been realised since the close of the year. Other municipalities which had unduly large balances outstanding were Cossipur-Chitpur, Tollygunge, Budge-Budge, Hooghly-Chinsurah, Mymensingh, Dacca, Bally, Bankura and Chittagong.

It would appear from the explanation offered by the Commissioner of the Presidency Division that few of the municipalities comply with the provisions of their own account rules about the method of the realization of taxes. Generally warrants are not promptly issued and warrant fees are remitted—a direct encouragement to a person to pay his rates long after they are due.

#### *Primary Education.*

The total receipts including opening balances fell from Rs. 1,14,79,564 to Rs. 1,12,83,825, the decrease under the heads “Extraordinary and Debt,” “Opening balances,” and “Revenue derived from municipal property, etc.,” counterbalancing the increase of about Rs. 5 lakhs in receipts from taxation and grants and contributions. Expenditure rose from Rs. 92,95,041 to Rs. 93,44,329, the largest increase being under the head “Extraordinary and Debt.”

The year closed with an aggregate balance of Rs. 18,39,496 as compared with Rs. 21,84,523 in 1921-22.

The amount spent on education including the Government grant of Rs. 88,708 was Rs. 3,56,200 or about 4·4 per

cent of the municipal income as against 4·3 per cent in the preceding year. The expenditure incurred by all municipalities on primary education showed an increase of over Rs. 20,000. Seventeen municipalities, however, or one in seven, failed to spend under this head 3·2 per cent of their ordinary income--the percentage which is taken to represent the amount required for the education of half the number of boys of primary school-going age. On the other hand the percentage was over 5 in 46 municipalities and over 10 in twelve, including Nalchiti which devoted about two-thirds of its income to primary schools. None of the municipalities for which a scheme for improvement and expansion of primary education was drawn up by Mr. E. E. Biss, could make any appreciable progress towards its execution except South Suburban which started two primary schools in March 1922, and Kanchrapara which took steps for acquiring land for the proposed schools. The Cossipore-Chitpur municipality could not spend the Government grant of Rs. 20,000 towards its scheme as the proposal for the acquisition of land did not advance. There are at present no municipal schools in Darjeeling. The primary education scheme could not be carried out there for want of funds, except that a school building with attached quarters and out-houses was built at a cost of Rs. 66,764. The Scottish Mission have been allowed the use of the premises where they are holding Mission schools.

#### *Water Supply.*

The provision of a pure water supply is one of the greatest needs of Bengal towns, which, however, are unable to bear the expense of constructing water-works without large grants from Government. Of late years the amount which Government were able to contribute has been curtailed on account of financial stringency, and the execution of many useful schemes has consequently had to be deferred. A grant of Rs. 50,000 was, however, made towards the Raniganj water supply scheme and an equal amount was sanctioned for the Comilla municipality, where a start was made with the much-needed water supply scheme. The supply of water at Dacca and Mymensingh was considerably improved by extending the street mains and erecting additional standposts. The scheme for the improvement and extension of the Bankura water works was sanctioned, Government agreeing to bear one-third of



the cost. The well sunk to tap the supply of water, however, ended unexpectedly in a hard rock where the experimental borings had indicated the existence of yellow sand and the scheme had consequently to be altered. Schemes for the extension of the filtered water throughout the entire area of Naihati and to the Mahesh and Chatra wards of the Serampore municipality are now before Government. No material progress could be made with the water supply schemes of the Faridpur and Bally municipalities for want of funds, and the proposed improvements to the Chittagong water works had to be postponed for the same reason.

### *Drainage and Public Health.*

Minor works were carried out at Asansol, Jessore, Jhalakati, Patuakhali, Bhola, Bogra, Comilla, Chandpur and Chittagong. At Darjeeling particular attention is paid to surface drainage which is brought down by means of graded surfaces to road-side drains and is delivered there from to streams or *jhoras*. The new method of flushing by tippers is said to have proved satisfactory.

The Minister observes with satisfaction that the municipalities have been taking an increasing interest in matters relating to Public Health. Measures for the improvement of sanitation were taken up in many towns by filling up, cleansing or disinfecting insanitary tanks, ditches and *dobas* and removing jungles and noxious vegetation.

Preventive measures were undertaken by a large number of municipalities to check the spread of epidemics. Medicines and disinfectants were freely distributed and special doctors were appointed where necessary. Unwholesome food-stuffs were either destroyed or removed from the local bazaars, and persons selling such articles were prosecuted.

After a few general remarks on the working of the principal municipalities in each division the resolution concludes :—

The present Municipal Act has been in force for nearly forty years, and though still wide enough in its scope to meet the needs of many towns it naturally fails to provide the wider range and scope which legislation in recent years has given to municipal administration in all parts of the world. To remedy this defect and to remove certain legal

difficulties which the working of the present Act has revealed, a consolidated Municipal Bill was introduced in the local Council in August last. It not only provides for increased independence to municipalities by the devolution of functions and powers from the State and by the relaxation of internal control, but it aims at supplementing the present law by conferring ample powers to increase taxation, to enforce the improvement of insanitary buildings and areas, to prevent and control epidemic diseases, to regulate the sale of food-stuffs, to improve the registration of vital statistics, and to encourage the expansion of primary education. The adoption of this Bill into the Statute Book will, it is hoped, open up wide possibilities of municipal progress.

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## MEDICAL AND PUBLIC HEALTH.

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### Baby Week Celebrations in Madras.

#### GOVERNMENT RESOLUTION ON THE REPORT OF THE DIRECTOR OF PUBLIC HEALTH.

The interesting report submitted by the Director of Public Health (printed as annexure) shows that the first celebration of 'the National Health and Baby Week' was attended with considerable success in all parts of the Presidency except in the districts of Guntur and the Nilgiris. The Government note with pleasure that such success was mainly due to the hearty co-operation of all classes of the general public with the sanitary authorities. A special feature of the celebration, which is full of happy augury for the future, is the greater interest shown in the Health and Baby Welfare movement in rural parts than in the towns.

Health propaganda was vigorously carried on in a variety of ways, such as health lectures with and without magic lanterns, dramas on health subjects, distribution of health pamphlets and posters, essay competitions on health subjects and several hundreds of thousands of people were made to realize, perhaps for the first time in their lives, the importance of the factor of personal effort in the improvement of the health of the community at large. The main object of the Health Week movement, *viz.*, the arousing of a 'sense of personal responsibility for health,' appears to have been well kept in view, and there is every reason to believe that an excellent beginning has been made towards its achievement. Besides propaganda work, a good deal of what the Director of Public Health calls 'the silent and unseen work in the way of cleansing houses and streets' was done all over the Presidency—a kind of national spring-cleaning the effect of which on the health of the people cannot but be appreciable.

The Baby Week celebration which formed part of the Health Week celebration was attended with equal success. In spite of the widespread superstition of 'the Evil Eye' baby shows were successfully held in as many as 150 centres, and nearly 10,000 babies were exhibited, and numerous prizes awarded. Full advantage was taken of the presence of the mothers at the baby shows for the purpose of imparting elementary instruction to them regarding maternity and child-welfare, and there were also exhibitions of model maternity beds, cradles, etc. An anonymous donor generously presented a challenge cup valued at Rs. 1,000 to the best among district baby shows—an example which it is hoped will be followed by others in future.

The Government note with approval that the Director of Public Health has already taken steps to see that the National Health and Baby Week movement which has begun well, is continued in the years to come. The attention of all sanitary authorities and public bodies interested in National Health and Baby Welfare is invited to the programme drawn up by the Director of Public Health, and they are requested to do everything in their power to ensure that the movement takes firm root in the minds of the masses in the country and becomes in truth what it is in name—a *National* movement.

### ANNEXURE.

#### *Report of the Director of Public Health on the National Health and Baby Week celebrations in the Madras Presidency.*

The practice of concentrating public attention on questions of national importance at certain times each year is an old one in the West and during recent years it has also been freely copied in the East. In England and other countries in the West, Health and Baby Weeks are now annual functions.

The object and immediate purpose of the Health Week is to focus public attention for one week in the year on matters of health, to arouse the sense of civic responsibility without which all public health work whether by Government or by local authorities must fall far short of its aims, to create in each individual the idea of 'Self-help in health' and to make him think of what he can do for himself and his neighbours in securing a healthy life.



The object of the National Baby week which has been made part of the general scheme of the National Health Week in this Province is 'to bring home to every individual the urgent necessity of saving thousands of babies which die from preventable causes every year and to arouse the individual and civic conscience on all questions relating to the welfare of mothers and babies.' A national campaign for the observance of a Baby Week is therefore a good method of focussing the attention of the nation at large, on the needs of mothers, babies and little children.

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A model programme for the celebration of the Week was drawn up by the Director of Public Health and circulated to the Health Officers for their guidance and adoption with, of course, necessary modifications to suit local conditions. A provisional programme for the Baby days was also circulated which included exhibitions, popular lectures, Boy Scouts and Ambulance displays, baby shows and distribution of prizes.

The local bodies were advised to form committees for successfully carrying out the different activities and to enlist the co-operation of as many lady-workers as possible in the matter of organising the Baby part of the week.

At the instance of the Director of Public Health, the Madras Health Council readily undertook the preparation of propaganda material such as posters, pamphlets, lantern slides, specimen lectures, etc., for being supplied during the week to the various local bodies. A few useful books on public health matters such as were available with the Christian Literature Society were recommended to the local bodies for being used as guides to honorary workers and village schoolmasters in carrying out propaganda work during the week. Propaganda materials in the shape of slides, cinema films, posters, etc., were available on loan with the Bombay Bacteriological Laboratory and the local bodies were informed of the terms under which these could be had and were advised to secure as many of these as were suitable to them.

In spite of the limited funds and time at its disposal, the Madras Health Council were able to prepare a fairly large number of illustrated wall posters, pictorial leaflets containing as little printed matter in them as possible, and lantern slides and specimen lectures on different subjects.

The material was distributed among the local bodies, the slides and specimen lectures being supplied exclusively to the District Health Officers.

The presidents of local boards and chairmen of municipal councils were from time to time circularised to carry on intensive propaganda work in their respective areas and were requested to report the progress of the arrangements made for the holding of the week.

On the suggestion of the Director of Public Health, the Government was approached by the Madras Health Council for a grant of Rs. 3,000 which was readily sanctioned. Out of this amount a sum of Rs. 1,000 was transferred to the National Baby Week Committee of Madras for meeting the expenses in connexion with the celebrations in the Madras City and to render financial aid to such poor districts as Anantapur, Bellary, etc., which were famine-stricken and could not find enough funds either by contribution from local boards or from local subscriptions, for holding the week.

On the announcement of the award of a challenge cup by a very generous anonymous donor, for the district which organized the best Baby Show, the local bodies were circularised to submit a clear and detailed report on the several activities connected with the Health and Baby Week celebrations soon after the week was over in their districts. These reports were to serve as one of the bases on which the award of the cup was to be determined. A questionnaire on the suitability of the material supplied was issued and suggestions for their improvements, if any, were invited.

It is highly gratifying to note from the reports received that the Week was celebrated with great enthusiasm and success in all the important centres and in many districts even in remote villages. With the co-operation of the leading citizens of each centre and that of the Revenue authorities, the Educational and Medical departments, private medical practitioners, local associations such as the Indian Red Cross Society, Young Men's Christian Association, Young Women's Christian Association, Social Service Leagues, etc., interested in public health matters, the priests, and purohits of all religions, and the Press, the local authorities formed committees and chalked out in advance a detailed programme of work during the Week and raised requisite funds. By giving wide publicity through posters, issue of notices and beat of tom-tom, etc., and by holding mass meetings at frequent intervals, they



roused and sustained the enthusiasm of the public. With the exception of a few districts which were affected by famine or epidemics, the local bodies liberally contributed towards the expenditure of the Week. It may be said that the whole Presidency felt the occasion as a national call.

Besides medical men, school teachers and several honorary workers were specially coached up in advance and took part in propaganda work both in schools and at public meetings. Several districts supplemented the propaganda material supplied to them by the Madras Health Council by preparing locally posters, models of exhibits, charts, etc., and printing health leaflets and programmes for distribution broadcast. Literature obtained from the National Baby Week Committee of Delhi and Baby flags were also secured and distributed to the local bodies.

Magic lanterns and slides lent by the Madras Health Council and the Health Propaganda Board and those belonging to the various educational institutions and private associations were utilized to the full in each district. In very many centres, magic lantern demonstrations were given. Posters on malaria, small-pox, plague, flies, relapsing fever were utilized to the best advantage by posting them in all prominent places, such as schools, railway stations, etc., where people gather and wait for some time.

In most of the district headquarters as in the Madras City, exhibitions were arranged on a large scale and they were formally opened in a manner befitting the occasion. The exhibition was divided into several sections such as, Infant Welfare and Maternity, Infectious Diseases, Sanitation, etc. Model maternity rooms were fitted up side by side with the exhibition of the insanitary conditions generally obtained in private dwellings so as to bring out forcibly the great contrast that existed between them. Demonstrations were also given at these shows how with a little care and forethought things could be managed in a manner advantageous to the mother and baby at a critical period of life. Different types of infant food with instructions as to how they should be used and how to be adapted to the age and conditions of the baby were also exhibited. Posters showing the methods of spread of infectious diseases and the means of their prevention were also displayed.

In fact, no pains seem to have been spared in making the exhibitions as attractive and as educative as possible particularly to the illiterate mass of the people. Exhibitions

would have been organized in more places if more material such as charts, model posters, etc., were available.

In about 150 centres baby shows were held. In spite of the wide superstitious belief and purdah system obtaining in many parts of this Presidency, women, rich and poor, assembled in large numbers with their babies and children in many places and the competition in the matter of receiving prizes in some places seemed to have been very keen.

Invariably at these shows, lectures either ordinary or accompanied with magic lantern exhibitions on subjects bearing on pre and post-maternity periods, on infant feeding and clothing and generally on the proper up-bringing of children, were delivered. The danger of employing untrained midwives during confinement was well brought home to the women. The necessity of maintaining clean houses was also well impressed. The services of lady doctors and educated women were utilized wherever available in this matter.

During these shows many poor mothers were fed and in some places they were presented with saris. Babies were given warm baths, fed with milk and presented with jackets. Handsome presents in the shape of cups, spoons, medals, etc., were presented to the best cared-for babies.

A whole day was set apart exclusively for children and on this day a very large number of children in the locality including boys and girls in schools were assembled and marched in procession through the main streets carrying banners decorated with mottos on health subjects to the accompaniment of band and music. The effect of such processions seemed to have been great. Sports, wrestling matches, scout displays, girl guides' parades were arranged to impress on the mind of the people the value of the physical development as an aid to nation building. Before dispersing sweets were distributed among the children.

During the week, special attention was paid to the cleaning of houses and of the towns and villages by the employment of special labour. In some places lime was freely supplied for whitewashing houses. Keen competition in the matter of house-cleaning was set up among the depressed classes by offering special prizes.

To stimulate interest in matters of public health among students of the high school classes, competitions in essay writing were arranged by awarding special prizes. In a few places health propaganda was made very attractive and impressive by the enactment of health dramas specially written for the occasion and by dialogues on health subjects.



During the week special sermons on the importance of the observance of health laws were preached in churches and prayers were offered in temples and mosques for the maintenance of national health and prosperity. The week on the whole could be looked upon as one of unqualified success, considering that the movement was the first of its kind in the country. Though the week was organized in the beginning more or less as an experiment, the way in which the idea had caught the imagination of the people and the zeal and keen interest evinced by all classes are very encouraging and it is hoped that this function will become an annual affair.

Although the scheme has been directed by me from Madras it is largely to the liberal and unstinted response given to it by all concerned in the districts that the success of the week in the mufassal is due. The Presidents of District Boards, of Local Boards, of Union Boards and Chairmen of Municipal Councils have with very few exceptions actively interested themselves in the affair. Not a little of the success is due to the warm interest evinced in and support given to the movement by the Revenue Department beginning with the Collectors of districts and by the Educational Department beginning with the District Education Officers. The medical men and women of public service and private will always be the mainstay of a movement like this and to them should naturally fall the bulk of the credit of its success. But there was one body behind all these, a band of workers without whose warm interest it would have been impossible to organize and carry out such a large show so successfully and that body was the district health staff.

The report cannot be closed without an expression of the country's great gratitude for the great support given to the movement by their Excellencies Lord and Lady Willingdon whose interest in the uplifting of the poor and the relieving of suffering is a by-word throughout the country.

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**Medical Relief.****IN RURAL AREAS.**

The following paragraph from the Triennial Report on the working of Civil Hospitals and Dispensaries in Madras deals with the question of extending medical relief in rural areas in this Presidency.

The extent to which medical relief is available in the several districts, though showing a progressive increase as compared with the previous triennium, falls far short of the medical needs of the Presidency. The figures work out to one dispensary for every 55,904 of general population serving on an average an area of 187.66 square miles each. A scheme according to which the existing hospitals and dispensaries in the mofussil will render medical aid to rural areas in which no medical relief is available or is scanty at present is under the consideration of the Government. Under this scheme medical subordinates in charge of dispensaries in rural areas who have not full time work for the greater portion of the day will be deputed to visit outlying villages which have no medical aid near by on certain fixed days in the week. Another proposal, which is still in an embryonic stage, is that of Government taking over the administration of important hospitals or dispensaries at the taluk headquarters with a view to making them up-to-date institutions with better equipment. When all the above arrangements become operative, it is hoped that an appreciable amount of medical relief will be within easy reach of rural areas. In connection with the question of extension of medical relief I may briefly allude to the possibility of surgical relief (including midwifery) being easily accessible to rural areas by surgical centres being established at certain localities within easy reach of a group of villages or rural areas.

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*PART IV.—Notes, correspondence and suggestions relating to matters of administration from Government Officers and the Public.*

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*Note.—The Editor assumes no responsibility for the correctness of the views or information contained in this part of the Journal.*

**“ The Law’s Delay ” : How it can be obviated in Criminal Cases  
OR**

**A plea for the conversion of the present Stationary Courts into  
Itinerant or Circuit Courts.**

(A NOTE BY MR. M. S. RAMACHENDRA RAO, B.A., B.L.,  
ASSISTANT COMMISSIONER AND SPECIAL MAGISTRATE,  
CLOSEPET.)

In the article on the Separation Scheme which I contributed to the Publicity Journal last month, I mentioned *incidentally* some of the ways by which the “ law’s delay ” in criminal cases could be prevented. But in order that attention may be drawn *pointedly* to the subject, and further this note might be *self-contained*, let me recapitulate briefly the suggestions therein offered:—

(i) Every Criminal Court may be supplied with a typewriter.

(ii) The law relating to the recording of evidence may be so amended as to permit of Magistrates, and Sessions Judges availing themselves of the services of stenographers, or typists for recording the evidence to their dictation in open court, instead of having to do so in their own hand, as at present.

(iii) The rules relating to *copying* may be modified so as to permit of (a) *typed* copies replacing *manuscript* ones and (b) salaried officials of the Court themselves doing the copying work instead of licensed Copyists, and appropriating the copying and comparing fees.

(iv) The other items of clerical work may be simplified, standardized, and systematized by instituting a system of Book-keeping—Day Book and Ledger in which the *day’s*

work, as well as the progress of each case may be *instantaneously* enumerated, classified, and tabulated all in one process so as to make the work of compiling the prescribed periodical accounts and returns *automatic*.

2. It was pointed out how, by the adoption of the foregoing measures, besides securing "*expedition*," "*economy*," and "*efficiency*" could also be promoted to a very high degree in more senses than one; nay, how there would be an *actual increase of revenue* both *negatively* in the shape of savings, and *positively* in the shape of enhanced receipts. As most of the readers of this article would have read the previous one, I shall not tax their patience by a reiteration of the manifold *advantages* accruing from the proposed reforms, which are described in *detail* in the other Note.

3. Since making these suggestions, I have *heard* that some such arrangements are already in force in some parts of British India. But I have not been able to verify the information, and shall be obliged if any of my readers can kindly enlighten me about the details. When I formulated my proposals I was, of course, *not* aware of this, but simply set down the ideas as they occurred to me, in the *hope* that in as much as they were deduced from *first principles*, and there was nothing controversial about them, they would find ready acceptance. But it was a *hope*, not unmixed with apprehension, because I know the scepticism with which all *original* proposals are viewed in the beginning. But if it be a fact that there are *precedents*, the prospects of a favourable reception of these proposals are more encouraging.

4. Since "example is always better than precept" I should have been glad to have put these proposals to the *test* in my own Court, by way of experiment, and to have furnished *facts* and *figures* *re* the result, which would at once have conclusively demonstrated the magnitude of the improvement over the existing state of things, which could be attained by the adoption of the said proposals. But unfortunately, it so happens that my Court is not supplied with a typewriter. However, the advantages are so obvious, that I doubt whether any demonstration is, at all, necessary.

5. I shall now pass on to the main theme of this paper. The scheme of Itinerant or Circuit Courts is briefly that, just as the Sessions Judge is now trying the cases of



the different districts, not at his headquarters, but at the headquarters of those districts, so also the Magistrates should *generally* try the cases of the different taluks and sub-taluks at the respective headquarters of those taluks and sub-taluks, except where, at the request of the parties, or for other valid reasons, it is considered expedient or desirable to try them at the headquarters of the Magistrate or any other place.

6. According to the proposals contained in my previous Note, there will be 26 Courts inclusive of the three City Courts at Bangalore, Mysore and K. G. F. The number of taluks and sub-taluks in the State being 68, and 9 respectively, this gives an *average* jurisdiction of 3 or 4 taluks to each Magistrate. The idea is that statistics may be collected, say for the last 4 or 5 years, showing the number of cases of each kind—Sessions, purely 1st class, 1st or 2nd class, any Magistrate—instituted in each of the existing Courts both under the Separation as well as Combination arrangements; and work distributed in such a way as to give each of the new Circuit Courts as far as possible an equal amount of work. Enquiries may also be made as to the housing accommodation, means of access, and other facilities available, and the headquarters of the new Magistrates fixed in such a way as to secure the maximum convenience (and thus out-put) at minimum cost to all parties concerned. the litigant public, the officers and officials, and the Government. *Purely geographical* considerations, such as perhaps, were the deciding factors in the present allocation, are bound to lead to fallacious results for obvious reasons. It is therefore suggested that an officer be put on special duty to discuss the question in all its aspects on the spot with the local officers and the people, and formulate suitable proposals with reference to the varying circumstances of each locality.

7. Subject to correction in the light of the facts and figures which may be revealed by the investigation suggested above, I would propose a *provisional* allocation as in Appendix A.

8. It may be questioned what those things have got to do with the subject under consideration, *viz.*, “Law’s delay”; and how the scheme of Circuit Courts would remedy the existing evils. The sequel will furnish an answer.

(i) *Firstly by removing the hardships under which the litigant public are now labouring, it will enlist their cordial*

*co-operation and sympathetic support; and in this way, work will progress more smoothly and expeditiously. Scores of witnesses and parties who are now being daily dragged to the Courts, miles and miles away from their homes for the sake of a single individual—the Magistrate, would be saved all the annoyance, inconvenience, worry, and expense to which they are now gratuitously subjected. I say “gratuitously” because, unlike as in Civil Courts, witnesses do not receive any batta in Criminal Courts except Sessions Courts. Except for the parties and witnesses of the taluk in which the Magistrate’s headquarters happens to be located, to the people of the other 2 or 3 taluks over which he has usually jurisdiction, the inconvenience and loss is substantial and serious particularly in the sowing and harvesting seasons. In fact, it is on account of these draw-backs, that the stationary Courts are so very unpopular; and many an aggrieved party prefers to keep quiet rather than go to Court for obtaining redress at such great trouble, worry, and expense. It is perhaps to this cause, that the perceptible fall in Criminal litigation since the introduction of the Separation scheme, is to be attributed. Granting that parties have it in their power to save themselves all this trouble in private cases, how are they to help themselves in the numerous Police cases which constitute, perhaps, more than 90 per cent of the institutions; and in which, unlike private cases, even the little assistance which they might have expected from the parties who cited them, is denied to them? It is here that their fate becomes most pitiable. I have often heard many a bitter complaint against this hardship, which is undoubtedly a very real one, and have felt not a little grieved at my helplessness to do anything in the matter. There is no doubt, therefore, that the litigant public would hail with joy and gratitude the proposed scheme, which will carry justice to their very doors, and greatly mitigate the hardships and inconveniences they are now suffering in body, mind, and property.*

*(ii) Secondly it will afford better facilities for the prompt and methodical disposal of cases.—As things stand at present, it is quite impossible to forecast with any degree of certainty, what the work for any particular day will be; and to post cases in such a way that the work will neither be too much nor too little for the day. Even when a Magistrate posts only just as many cases as he can get through, according to the best of his lights, it not infrequently*



happens that some cases will not be ready on account of the absence of one or other of the accused or witnesses; or some cases will be compounded; or particular cases take longer time than expected; or the Police will place a charge sheet unexpectedly in a heinous case, and bring not only the accused in custody, but also all the prosecution witnesses from long distances. The result is that sometimes, but very rarely, the Magistrate will not have full work for the day; but *mostly* he will have more work than he can manage. Custody cases, older cases and important cases, having to be given preference, all *other* cases though ready, will necessarily have to get adjourned to distant dates, and parties and witnesses will have to come again. It will not be possible to adjourn the residual cases to the *next* day, because *full* work will have already been posted; and there is consequently no guarantee that the same dislocation will not occur *re* other cases next day. More-over of the two evils, "coming again" or "being detained till next day," parties and witnesses generally prefer the former, as they generally do not come prepared to stay longer than a day, and the privations they have to undergo in a *foreign* place are indescribable. Now all these inconveniences and delays can be prevented, or at least, greatly *mitigated* by the proposed scheme as follows.

Assuming that a Magistrate has jurisdiction over three taluks (and that we have seen is the *average*,  $\frac{68 \text{ plus } 9}{26}$  *vide* paras 6 and 7 *supra*) the first two weeks, or better still, the first and third week in every month, may be devoted to the cases of the taluk which has been contributing the largest number of cases, and one of the remaining two weeks to each of the other two taluks; it being understood, of course, that if the Magistrate finishes his work earlier, he should return to headquarters immediately. The above programme may be varied in *details* according to *local* circumstances, and the incidence of cases for the time being, so long as the fundamental *principle* is not violated, *viz.*, that *no* more cases should be posted for any day than can be got through that day. If I may anticipate the result of the Special officer's investigation, I may say that the institutions in many court do not exceed, or may be made not to exceed about 300 cases per year, which gives an *average* of a case per day. Since this one case would, under the proposed scheme, be tried *not* at the *distant* head quarters of the *Magistrate* but at the head quarters of the taluk

to which the case appertains, and consequently within the *easy reach* of the parties and witnesses; there will be no reluctance on their part to attend, but on the contrary, there will be every inducement to *cordially co-operate* with the court in the *prompt* disposal of cases. Since there would thus be greater *certainty* than at present of the case or cases posted for any day being *heard* that day, I think the average *disposal* may be put down as one case per day, and the average *duration* as not more than a *week* at the most, because, *being near at hand*, even if any particular witness or party be absent on any day, his attendance can easily be secured before the close of the session. In this way, the constant dislocation of work, frequent adjournments, heavy average duration, and untold hardship to parties and witnesses which are such familiar features of our Stationary Courts, will become things of the past; and work will be done promptly and expeditiously.

(iii) *Thirdly the scheme will secure qualitatively and quantitatively a better out-turn of work.*—As the proverb has it, “all work and no play makes Jack a dull boy”; and so it has been the case with the desk-tied Stationary Magistrates. But the occasional change of scene and air, and the more healthy and hygienic conditions which they can enjoy in these outings, is bound to have a very invigorating influence upon them, and increase their working capacity. Moreover it is well known how an officer out in camp, having no distractions-domestic, social, or otherwise as at head quarters, can, and does devote, to office work, practically all his waking hours. In this way the Government would be able to get a *better return* than at present.

(iv) *Fourthly, by equalizing the conditions and prospects of the services, the scheme will attract the best talent to the judicial service and thereby make it more efficient.*—Theoretically the judiciary is *held* to be superior to the executive, but *practically* it is not so. Taking the case of the Magistrates, their compeers—the Assistant Commissioners and Amildars are certainly much better off in every respect. They are usually provided with special quarters, or can easily get decent, comfortable, and sanitary houses at the District headquarters, where they are usually stationed; their work is light, pleasant and varied; their easements or perquisites are numerous and they are held in great respect; wherea the Magistrates, particularly those in the mofussil stations like Hunsur, French-Rocks Sagar, Closepet etc. are



badly housed ; their work is taxing, sedentary and monotonous ; other attractions are nil and they are practically nonentities. Under such uncongenial and dispiriting circumstances, is it any wonder that they cannot put their whole heart and soul into their work, and that they should be perpetually looking askance at their more fortunate brothers in the executive service, and trying to get away, at the earliest opportunity? But, if the Government would be pleased to adjust this disparity by the scheme of Circuit Courts and by providing them with good quarters, I know many educated officers would prefer the Judicial to the Executive service, on account of the better scope the former affords, as compared with the latter, for the culture and development of one's intellectual and moral faculties, particularly the maintenance of one's independence and self respect. The *best* talent would thus be attracted to the Judiciary and the efficiency of the service, would consequently improve remarkably.

9. If it is not possible to build quarters for the Magistrates immediately, I think they should be given preference over Sub-division officers (Revenue, Forest, and D. P. W.) and Amildars and officers of equal *status* in other departments, in respect of the occupation of such Government buildings, as are already available, since the latter with their enormous local influence are certainly in a much better position to shift for themselves, than the Magistrates, the very nature of whose duties forbids their being under obligations to anybody. Moreover the nature of these duties exposes them to *greater personal risks*, and they consequently stand in greater need of more substantial and securer housing accommodation than the officers of other departments. They have also a *better status and dignity* to maintain in the eyes of the public than the latter officers, which will be quite impossible if they should be put up in any indifferent private house they can get hold of, and rub shoulders, as they must, with all and sundry.

From my personal knowledge of local conditions in many parts of the State, I may say it will be possible to make this adjustment in many places, without much friction. But it is obviously outside the scope of this Note to go into those details here. It will be the business of the Special Officer to do all this, I am laying so much stress on this subject, because efficiency depends quite as much on the opportunity one has of recuperating one's spent-out energies

during “ off work ” hours by means of the relaxations and recreations of an attractive home as on the rigid industry brought to bear upon one’s duties in the office during “ working hours”. This axiom is well recognized in all modern industrial concerns, and hence the great attention paid to the proper housing of labour, and the provision of other amenities which will keep it as contented and happy as possible. Even if the employers do not do this of their own accord, the Government will insist upon their doing it. Is it too much to ask of such a benign Government to display an equal solicitude for the well-being of its *own* employees who have undoubtedly a greater claim upon its beneficent consideration, in so many respects ?

10. I shall now proceed to anticipate and answer some of the objections which might be urged against the scheme:—

(i) *Firstly*, objections may be raised on financial grounds. Experience shows that there will be, on an average, daily, not less than 2 or 3 Police, Excise, Forest or Medical officers in attendance as prosecutors or witnesses in every Special Magistrate’s Court from the different taluks over which he has jurisdiction. A fraction even of the T. A. given to these several officers may be more than sufficient to meet the T. A. of the single Magistrate and his limited staff. Even if this should not be sufficient, it is a point for consideration whether, having regard to the *enormous* expenditure, etc., which the litigant *public* are now obliged to incur *gratuitously*, and which will be *saved* under the proposed scheme, the slight extra cost would not be a legitimate charge upon the *public* Exchequer.

Moreover the simultaneous withdrawal of such a large number of taluk officers at fairly frequent intervals, cannot but have a very detrimental effect upon the local *public* safety and convenience, which will be obviated by the proposed scheme.

(ii) *Secondly*, objection may be taken on the score of time. This is easily answered, for there are very few taluk headquarters not connected by Railway or Motor-bus-service or within *bikeable* limits of stations so connected, so that the journey will not occupy more than a couple of hours at the most. Time so spent in the open air, is however well spent, and is more than amply repaid in other ways (*vide* para 8 (iii) *supra*).

(iii) *Thirdly*, it may be said cases may not be ready. This has already been answered (*vide* para 8 (i) & (ii) *supra*)



From this, it will be obvious that, far from the contingency being probable of the Magistrate *not* being *fully* engaged when he is on circuit, the chances are very strong quite the opposite way.

(iv) *Fourthly*, it might be objected that inconvenience might be caused to the parties who may have to file complaints, or the Police who may have to present charge-sheets, or the accused who might be brought up in custody. As the Magistrate's programme for the whole month will have been fixed up in *advance*, and it will have been duly notified to all parties concerned, the Police and parties cannot validly plead ignorance about his movements or his camps on any particular day; and they may therefore either go to the place where he is camping or wait till he comes to their taluk, or file the complaint or charge-sheet in the office at his headquarters. Possibly in many instances it may so happen that the Magistrates will be nearer at hand than now.

As for the accused, the current practice of the Police marching up not only the accused, but also the prosecution witnesses and dumping them upon the Magistrate *at the last moment*, to save *their* necks, without ascertaining whether the Magistrate can or cannot take up the case immediately, and which is the cause of so much dislocation of work at present, cannot be too strongly condemned. It may therefore be ruled that the Police should intimate to the Magistrate well-in-time *before the period of remand expires* that they are going to place such and such a charge-sheet and ascertain where, and when the case will be taken up, and when the accused should be produced. In the meanwhile the Magistrate granting the original remand may be authorised to sanction further detention in the *local* Lock-up. The same Magistrate may also be empowered to *receive* and forward bail applications, if any, to the trying Magistrate with the necessary records, but without the prisoners and await the latter's orders. This difficulty is not however likely to arise *hereafter*, as I understand that except murder, all other offences will be made bailable under the new Criminal Procedure Code.

(v) A *fifth* objection might be the supposed inconvenience to the lawyers. I believe there are very few taluk headquarters in which there are not already at least one or two good lawyers. These local lawyers will certainly hail this proposal with joy since it will greatly improve their

practice. Even if there are not, the scheme offers an inducement for lawyers to migrate to moffussil stations instead of over-crowding at headquarters, and setting up unhealthy competition, as at present. The problem of "unemployment" for "briefless barristers" will also thus be solved to some extent. The importance and prestige of Taluk headquarter stations will also be greatly enhanced by this sort of emigration. If in particular cases, the services of abler counsels than the local Bar can supply are required, I am sure no such counsel would grudge to go out for a day when he knows what a world of time, trouble, and expense would be thereby saved to his clients. But if, for any reason they cannot go to camp, provision exists in the scheme for *such* cases being tried at the Magistrate's headquarters or elsewhere (*vide* para 5 *supra*).

(vi) *Sixthly*, it may be asked how accommodation is to be provided. This is easily answered. The Amildars and the Sub-Division Officers having been divested of magisterial functions, their Court-Halls can, and ought to be made available for the Magistrate to hold his sessions just as the District Magistrate makes his Court-Hall available for the Sessions Judge. The rent that is being paid in some places for the stationary court-houses may thus be saved.

11. Thus, the very objections far from being so, are really supports in disguise, and strengthen the case for the scheme quite as much as the *positive* arguments advanced in that behalf. If there are any other objections which I have overlooked, I shall be glad to be apprised of the same and I shall endeavour to meet them to the best of my ability.

12. In conclusion I beg to state that I have discussed these proposals with many lawyers, and officers and have not heard any serious adverse criticism. On the contrary, one and all of them have agreed that the scheme affords an easy and *practical* solution of one of the most vital problems affecting the administration of justice. The proposals have been conceived with special reference to the conditions obtaining in Criminal Courts. But there is no doubt that many of them would be applicable *mutatis mutandis* to Civil Courts also.

13. Government have provided a sum of Rs. 27,000 in the current year's Budget for the introduction of the Separation scheme into only *two* districts Hassan, and



Tumkur. *But if the proposals contained in this Note and the previous one, are accepted it will be possible to introduce the scheme into all the remaining three districts, and yet save some ten or fifteen thousand rupees (non-recurring) out of the 27,000 rupees provided in the current year; besides effecting a permanent recurring savings of some eight or nine thousand rupees annually, in the years to come. Eventually it may also be found possible to manage with a lesser number of courts than 26, and further retrenchments may be effected.* So far as the scheme of Circuit Courts is concerned, if it is considered inexpedient to introduce it into *all* the Districts *at once* it may be introduced into Tumkur, Hassan, Shimoga and Mysore to begin with. These four districts have been selected because in the case of Tumkur and Hassan, in the *transitional* stage on which they are about to enter there is bound to be a good deal of congestion by the *sudden* accumulation of so many cases from so many courts in *one* court, which will cause untold hardship to the parties, the witnesses, the lawyers, as well as the court itself, unless the trial of these part-heard and pending cases, is *continued* in the headquarters of those taluks under the proposed scheme of Circuit Courts. Shimoga and Mysore are selected on account of one being typical of the Malnad, and the other being the largest Maidan district; and further as they are districts in which the separation scheme in its stationary aspect, has now been in operation for sometime so that by comparison and contrast we shall be able to verify whether, and, if so, to what extent the proposals contained in this paper possess the superior merits claimed for them.

CLOSEPET, }  
20-7-24. }

M. S. RAMACHENDRA RAO.

## APPENDIX A.

Serial No.	Grade and class of court	Territorial jurisdiction (taluks and sub-taluks)	Head-quarters	Classes of cases triable
MYSORE DISTRICT.				
1	1st Grade and 1st Class	Mysore Taluk, Mysore City, T.-Narsipur	Mysore ..	All cases
2	Do ..	Yedatore, Hunsur, Heggaddevankote, Krishnarajapet	Mysore ..	do
3	2nd Grade 1st Class	Seringapatam, French Rocks, Mandya, Mallavalli, Nagamangala	French Rocks or Mandya or Mysore	do
4	Do ..	Nanjangud, Gundlupet, Chamrajnagar	Nanjangud	do
HASSAN DISTRICT.				
5	1st Grade 1st Class	Hassan, Arsikere, Channarayapatna, Alur	Hassan ..	All cases plus purely 1st class cases of Nos. 6 and 7
6	3rd Grade 2nd Class	Hole-Narsipur, Arkalgud	Hole-Narsipur or Hassan	All cases except purely 1st class cases which go to No. 5
7	Do ..	Manjarabad, Belur ..	Saklespur ..	
BANGALORE DISTRICT.				
8	1st Grade 1st Class	Bangalore Taluk, Bangalore City	Bangalore	All cases
9	Do ..	Hoskote, Dodballapur, Devanhalli, Nelamangala	do ..	All cases plus purely 1st class cases of No. 11
10	2nd Grade 1st Class	Magadi, Kankanhalli, Anekal	do ..	All cases
11	3rd Grade 2nd Class	Channapatna, Closepet	Channapatna	All cases except purely 1st class which go to No. 9
TUMKUR DISTRICT				
12	1st Grade 1st Class	Tumkur, Kunigal Gubbi	Tumkur ..	All cases plus 1st class cases of No. 14
13	2nd Grade 1st Class	Tiptur, Turuvekere, Chiknayakanhalli	do ..	All cases
14	3rd Grade 2nd Class	Maddagiri, Koratagere, Sira, Pavagada	Maddagiri ..	All cases except purely 1st class cases
KOLAR DISTRICT				
15	1st Grade 1st Class	Kolar, Mulbagal, Bowringpet	Kolar ..	All cases plus 1st class cases of No. 18
16	Do ..	Kolar Gold Fields ..	K. G. F. ..	All cases
17	2nd Grade 1st Class	Chikballapur, Goribidnur, Bagepalli, Gudibanda	Chikballapur	
18	3rd Grade 2nd Class	Srinivasapur, Chintamani, Sidlaghatta	Chintamani or Kolar	All cases except 1st class cases



APPENDIX A—*concl'd.*

Serial No.	Grade and class of court	Territorial jurisdiction (taluks and sub-taluks)	Head-quarters	Classes of cases triable
SHIMOGA DISTRICT.				
19	1st Grade 1st Class	Shimoga, Kumsi, Thirthahalli	Shimoga ..	All cases plus 1st class cases of No. 21.
20	2nd Grade 1st Class	Honnali, Channagiri, Shikarpur	do ..	All cases
21	3rd Grade 2nd Class	Sagar, Nagar, Sora ..	Sagar ..	All cases except 1st class cases
CHITALDRUG DISTRICT.				
22	1st Grade 1st Class	Chitaldrug, Challakere, Molakalmuru	Chitaldrug	All cases plus 1st class cases of No. 23
23	3rd Grade 2nd Class	Hiriyur, Holalkere,	do ..	All cases except 1st class
24	2nd Grade 1st Class	Davangere, Harihar, Jagalur, Hosdurga	Davangere	All cases
KADUR DISTRICT.				
25	1st Grade 1st Class	Chikmagalur, Mudgere, Koppa	Chikmagalur	All cases plus 1st class cases of No. 25
26	3rd Grade 2nd Class	Tarikere, Kadur, Narasimharajapura	Tarikere ..	All cases except 1st class cases

Some recent investigations and experiments conducted in the Department of Industries and Commerce in Mysore in Textiles.

A NOTE BY MR. M. KRISHNA RAO, TEXTILE ASSISTANT, GOVERNMENT WEAVING FACTORY.

A good deal of attention has been paid in the past to the improvement of the weaving industry by the introduction of more efficient methods and appliances in all the preparatory stages and flyshuttle looms to increase production but the most important problem at the present time is how to develop all the subsidiary processes so that the handloom weavers may get their sized warps and thereby concentrate their attention on weaving.

Mysore produces all the staples required for the Textile Industries, *viz.*, cotton, silk, wool and other fibres. Except in the weaving of cotton goods for which he buys the yarn manufactured by the mills, the handloom weaver carries on all the subsidiary processes in his own house with the members of his family.

In the case of wool the Department of Industries some years ago demonstrated the advantages of using woollen yarn supplied by the mills and the employment of flyshuttle looms even for Kambli manufacture but owing to the difficulty in getting yarn the kambli weavers still adhere to their primitive methods.

In the case of silk the introduction of improved filatures is likely to seriously affect the position of weavers of silk. The ordinary looms cannot easily use this silk and the twisting and throwing appliances used by them are not suited for the fine qualities of silk yielded by these machines. It is found that the difference in price between hand-reeled silk and machine-reeled silk is about 50 to 75 per cent higher in the case of the latter. As there is a good demand for filature reeled silk in foreign markets the local weaver will not be able to get his supplies of silk readily as soon as the number of filatures in the State increases and he is not able to pay the price such silk commands unless he is able to secure better prices for the silk goods that he can produce. Considerable attention has therefore been paid during the year to the testing of the possibilities of the use of filature reeled silk on the ordinary looms. Improved twisting and throwing appliances have been introduced. Financial assistance has been given to a private concern to purchase a throwing machine. With a little improvement in



throwing it has been found that the silk can be used on the ordinary looms and more than 400 lbs. of such silk were used in the Weaving Factory. Arrangements are now being made to supply twisted silk to the silk weavers.

The chief obstacle in the way of using filature reeled silk is its high cost but if we can produce improved basins which the Cottage reelers can take up high cost the cost of the raw silk will have been greatly reduced. Arrangements were made to test the superiority of small units prepared on the same principle as the basins used in the large filatures and the results having proved satisfactory facilities are being afforded to introduce these basins on a large scale.

It is also proposed to design a suitable silk loom for the manufacture of other silk goods. A new ribbon making machine has also been designed.

A filature with 24 basins has been started by private enterprise in the Bangalore City and a great deal of the future development of the silk industry in the State depends on the success of such concerns.

The most urgent need for the improvement of the woollen industry in the State is the provision of adequate facilities for the supply of yarn to the cottage weavers. Supplies from the mills are precarious and the price charged for yarn is beyond the means of the poor weaver. Information has been collected with a view to introduce a small plant for spinning yarn in the main centres of the industry in the State and arrangements will be made to start such a plant as soon as the preliminary investigations and enquiries are completed.

Steps were taken during the year to start a factory for lametta weaving which is an important cottage industry in the State and a factory equipped with 14 of these looms specially designed in the Weaving Factory and run by power has been started.

Experiments are also being carried on in conjunction with one of the large cotton mills for the supply of ready sized warps and yarn to the cottage weavers suited to the class of cloth manufactured by them and thus increasing the production of the handloom weavers.

The problem of the improvement of the weaving industry has therefore to be approached from new sides. It is not sufficient merely to design new appliances and

introduce improvements but the best methods of developing the industry as a whole have to be studied. Whatever portions of the work that may be transferred either to small factories specialising in this class of work or carried on on a co-operative basis or with the assistance of the large mills should be arranged for with the help of these special organisations. This is a very difficult problem involving financial and other considerations but as it forms the pivot on which the whole situation depends earnest endeavours are being made by the Department to find a solution.

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## Education of Women

A NOTE BY MR. S. NARASIMHA MURTY, B.A., AUDITS  
SUPERINTENDENT, G. R. S.

*Introductory remarks.*—The word “Education” is derived from Latin, *educatus*, past participle of *educare* meaning “to bring up a child physically or mentally,” and from French *educere* meaning “to lead forth, bring up (a child).” Consequently, “to educate” means “to develop and cultivate mentally or morally; to prepare and fit one for any calling or business, by systematic instruction; to expand, strengthen and discipline, as the mind, a faculty, etc.”

The use of the word “child” in the above definition is significant of the fact that education was never intended to be the monopoly of men.

At the present time, there is no need to elaborate on the importance of the education of the fair sex. Yet, a passing reference to one of the most important official documents of the early “sixties” may not be out of place.

*Extracts from the Memorable Despatch of the Court of Directors dated the 19th July 1854, known as the “Educational Charter of India.”*

“Among many subjects of importance, none can have a stronger claim to our attention than that of education. It is one of our most sacred duties to be the means, as far as in us lies, of conferring upon the natives of India those vast moral and material blessings which flow from the general diffusion of useful knowledge; and which India may, under Providence, derive from her connection with England.”

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“The importance of female education in India cannot be over-rated, and we have observed with pleasure the evidence which is now afforded of an increased desire on the part of many of the natives of India to give a good education to their daughters. By this means, a far greater proportional impulse is imparted to the educational and moral tone of the people than by the education of men. Our Governor-General in India has declared, in a communication to the Government of Bengal, that the Government ought to give to native female education in India, its frank and cordial support; in this we heartily concur.”

Going back to still remoter times, that is, the prehistoric period of India, it may be remarked that there are many interesting episodes in our own *Paranas* and *Itihasas* and even *Vedas* which go to show that there were many Aryan women of light and leading in our own *Bharata Kanda* of past glory.

*History of the movement in Mysore.*— Now to turn to conditions in Mysore : Mr. M. Venkatesa Iyengar's able and comprehensive report on the progress of education in Mysore for the quinquennium, 1911 to 1916, discloses many interesting facts and figures concerning women's education.

It would appear that there was no systematic activity for the education of women (nor even of men) in the State, till the middle of the last century. The idea of the State educating its women is only of recent growth. In Mysore, the education of women was first begun by the philanthropic London Mission. In 1840, they established the first *Kannada School for Girls*. The Hindus started their Hindu School for girls at Bangalore later. There were thus in 1867 three Government and several Aided Girls' Schools. The following observations of the then Director of Education as to the girls that attended one of the schools will be read with interest :—

“ It was gratifying to find that some of the girls have received instructions *at home*, previous to their admission into the school. The intelligence displayed by many very little creatures indicated not merely natural ability, but mental culture, a pleasing contradiction to the supposed neglect of female education in Hindu homes.”

The question of the social customs of the people is one of the difficulties of some magnitude to be overcome. The then Government were rightly unwilling to go against these customs and sentiments of the people. One of the salient points that a reformer in any movement has to keep in view is to preserve what is best in the present order of things, while introducing something new. The restoration by the Supreme Government in 1881 of the administration of the beautiful Province of Mysore to its ancient Royal House was signalled by the introduction of female education into the State. In the first year of the Rendition, the Maharani's Girls' School was established in the capital City of the State. His late Highness the Maharaja of revered memory provided this Institution with good premises and His Highness' Government gave a liberal and munificent



grant-in aid. The institution which was subsequently raised to the grade of a College has been successful in reconciling, "Western methods" with "Indian Views," in this important movement which is even today beset with many difficulties. The measures of our benign Government have contributed to lessen some of the prejudices, originally entertained by the people, and are calculated to further advance the education of girls on national lines. The following remarks of Lord Dufferin uttered, as long ago as 1886, are very complimentary to Mysore :—

"I am very glad you have touched upon the question of education, as it gives me an opportunity of expressing, in as earnest and as strong a language as I can command, the extraordinary pleasure I have experienced in seeing on every side such manifest signs of the deep interest with which that subject is regarded in this State, as well as of the liberal and intelligent energy with which its development is being prosecuted."

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"I was still more pleased by a sight which I imagine is not to be seen in any other part of India, and that was the appearance of rows and rows of young ladies, belonging to the high caste families, assembled together under the same admirable system, and enjoying, as far as I can understand, as extensive opportunities of acquiring knowledge, of enlarging their experience, and of strengthening their understanding as could be found in any of the most advanced cities of Europe; and those gentlemen, who are the leaders of society and who represent the aristocracy of the land, who have in so generous and liberal-minded a manner seconded the able efforts of Her Highness, the Maharani to establish the Mysore Female School, are entitled to the greatest credit for their exertions. I only wish that in the other chief towns of India, a similar degree of wisdom, and of comprehension of the true interests of a nation were to be found."

The main facts and figures relating to the subject of the education of women in our State may thus be briefly summarised.

There are even now only a few educational institutions imparting instruction to girls, *beyond the elementary stage*. There are two Collegiate High Schools, eight or ten Anglo-Vernacular Schools, and about seventy Lower Secondary

Vernacular Schools. Out of a total of 305 Girls' Schools, no fewer than 222 are of the primary stage, and even in the others, secondary classes are formed only at odd intervals, when circumstances favour the attendance of a few girls in the higher classes. *Only about 7 per cent* of the total female population of school-going age are now under instruction, and the numbers in the secondary and higher stages are extremely small. This rather disappointing state of things is accounted for mainly by the social conditions, still prevailing in the majority of orthodox houses, in more or less the same form, as it was ages ago. No appreciable advance can be hoped for, until a larger number of secondary schools are established in the different parts of the State, and until such schools are *staffed entirely with women teachers* of sterling qualities and decided capacity to mould the character and future careers of the youngsters left to their care, in the major portion of the wakeful hours of every day during their school or college life.

Such an advance will require a still longer period and a considerable amount of careful preparation, both on the part of the Government and the people. Creation of facilities in the existing institutions for securing a continuous and increasing supply of pupils in the higher classes and the adoption of measures to secure a large number of trained women teachers are the chief requirements of the present day. It behoves Government therefore to offer suitable inducements to attract educated women to the teaching profession and also arrange for their training.

In our Girls' schools and colleges, the imparting of not only education of a literary character, but also of instruction in some of the important industrial and domestic arts, as well as Hygiene, Sanitation, Elementary Science, etc., is essential. It is only then that the students of the fair sex will be enabled to fit themselves adequately for their future life and responsibilities.

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*PART V—Miscellaneous (Notes relating to Local Self-Government, Public Health, Co-operation, etc.)*

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**MYSORE LEGISLATIVE COUNCIL.**

*Budget Session.*

**Dewan's Concluding Speech.**

GENTLEMEN.—

It has been customary in the past for the Dewan to make a concluding speech at the Budget Session of the Legislative Council in which he indicates the general policy of Government in reply to the various criticisms that are put forward in the course of the Budget discussions. It will be observed that during the past several days, the budget has come in for a detailed examination not only during our general budget discussions, but also a second time when the several motions for cuts, which altogether came up to 56 in number, were brought forward, and as it became necessary for Government to explain their policy in regard to each and every matter that came up for decision, it was necessary for me as well as for my colleagues to intervene in the debate in respect of each important question and explain the views of the Government bearing thereon so as to enable the members to have an idea of the situation before recording their votes. It is therefore not necessary under the new order of things for the Dewan to make, as has been customary hitherto, any lengthy speech at the end of the session summarising the business that we have transacted and embodying therein the replies to the various criticisms most of which, in the present occasion have been already dealt with elaborately by me and my colleagues in the course of discussions. Considering, however, the importance of the occasion being the first of its kind and the length and scope of our debates of the past eight days, I feel I should make a brief reference to some of the outstanding features of the criticisms and suggestions that have been made by the non-official members in the course of the budget discussions which give them an opportunity to review the administration in detail in all its branches, specially as my colleagues and the Heads of several Departments, who are members of this House, did not get the usual opportunity as on previous occasions to make any official replies.

Before doing so, I should like to make a passing reference to the motions for cuts. Out of a total of 56 motions 36 related to reductions in the departmental allotments including as many as 32 in number intended for the abolition of Duty allowances given to officers of the various departments and 17 motions were for nominal cuts brought forward with a view to ventilate grievances, and point out defects in the administration. As far as possible, both my colleagues and myself have tried to place before this Council, the points of view of Government in all these matters and it is not necessary for me to refer again to them here. As already promised, the Government will be glad to refer the question of all Duty allowances to the Standing Committee on Taxation and Finance. The Government have also accepted a reduction of expenditure under Forests including Sandal Oil Factory to the extent of Rs. 15,000, and I am particularly glad that 47 motions were withdrawn after the explanations and assurances given by the Government in regard to them.

Turning now to the general criticisms of our budget policy, I would, in the first place, with your permission, like to characterise the view expressed by some non-official members that the budget shows a policy of artificial balancing as not only uncharitable, but due mostly to ignorance of some of the vital factors which dominate our present financial position. I refrain from saying anything more than that at present for I feel that I may, with perfect confidence, leave it to the Council twelve months hence to pass their final verdict on this aspect of the question, which will necessarily have to be based on the actual results achieved.

As usual with the non-official members during the past several years, the budget discussion has presented an opportunity to repeat the usual complaint that the administration is top heavy, that the percentage of expenditure in certain departments is unduly high, that there should be further retrenchments, and that the working expenses of the Railway and the Electric Departments are disproportionately high. In dealing with these criticisms, Government have, I believe, by quoting correct statistics and local circumstances, done all they could to remove the misapprehensions that still continue to exist in the minds of the non-official members on the subject. Considering the fact that it is nearly 10 years since these very opinions have been repeatedly expressed in the Mysore Legislative Council, and



repeated year after year in spite of the very effective replies given by the Finance Department and finally by the Dewan, might I venture to suggest that as regards the statistical information which some of the non-official members have based their arguments upon, they would very kindly have it verified by the Financial Department in the first instance and obtain from the Financial Secretary all the requisite information for purposes of comparison, so that a fair and equitable consideration of the question of the establishment charges in the departments, such as Public Works, Land Revenue Forest, Income-tax, etc., may be ensured without any fallacious inferences. I do not wish to labour the point now, for in my concluding speech at the Representative Assembly the other day and during the discussions here, we have attempted to put before the non-official side of the House correct figures to show that many of the inferences and deductions as regards the higher percentage of expenditure in the Mysore State are erroneous.

It is necessary to my mind therefore, once for all, to remove from the minds of the non-official members the impression that the Mysore administration is more expensive than the British Indian Administration and that a proper comparison of almost every department will prove conclusively that the standard of expenditure in our administration is fixed at a much lower level. I propose, however, to ask the Financial Secretary to prepare a statement giving complete statistics on this point and circulate the same to the non-official members so that in future years, when there is a tendency to direct criticisms on the Mysore administration on the very same lines, it may receive the necessary corrective on a reference to authoritative data which will take into account the varying local circumstances and details.

I have already dealt with the question of the working expenses of our Railways at the Representative Assembly. As regards the ratio of operating expenses to the gross revenue of the Electrical Department in Mysore, I wish to urge that it is probably the lowest that can be found in any similar concern in the world. The Tata Power Company spend 47 per cent of their gross revenues on working expenses. The Cawnpur Electric Power Supply Company spends 54 per cent and in many of the foreign companies for which I have got statistics, the working expenses vary from 32 to 59 per cent. In Mysore, it was 29 per cent in 1919-20 and

it is now reduced to 19·6 per cent. It has further to be remembered that none of the employees of the Electric Department, excepting the accountants transferred from the Comptroller's Office, are on a pensionable basis, nor have they a Provident Fund, at present.

Turning now to some of the general observations, I would like to make a passing reference to the very doleful tone of the speech of our honourable friend, Diwan Bahadur K. P. Puttanna Chetty, as regards the economic condition of the State. Personally I do not think that we should take such a pessimistic view. The object, I believe, he had in mind, was to put before Government the urgent need of development in regard to their land policy, agriculture, irrigation, medical help and sanitation. We thank him for the earnestness with which he urged his pleas ; but we would also like to say in reply that the confirmed policy of His Highness' Government has been to move in the direction of giving additional irrigation facilities, increasing food production, giving additional medical aid and sanitation to the rural parts. And if progress during the last few years has been slow, he knows as well as I do that it has been due to unavoidable circumstances. As soon as our finances show a greater improvement there is no doubt that the administration will go further forward with the help of our enthusiastic Heads of Departments who are in close association with Government in carrying out the progressive policy in regard to all these matters. I may add that I am strongly in favour of an economic investigation which his speech indirectly suggested and which may once for all give a quietus to all sorts of speculation about the true economic condition of the people and afford reliable data upon which a correct policy for the future development of the country may be formulated. It is not easy to make such an investigation. It is easy to collect all kinds of information leading nowhere, but Government have a strong responsibility in the matter of such investigation which should be in the hands of experts qualified to undertake it. As soon as I can see my way to carry on such an investigation on sound practical lines, I shall take the opinion of this Council and further necessary action in the matter.

I would now like to refer briefly to some of the detailed criticisms which have not been otherwise dealt with by us on the official side in the course of debate. Several members observed that the estimate of 121 $\frac{3}{4}$  lakhs under Land Revenue



for next year was over-sanguine. This criticism, I am afraid, has been largely influenced by the lower level of the revised estimate for the current year. This estimate is less than the budget expectation as the agricultural conditions in the current year proved to be unfavourable. In the previous two years, the collections were at a much higher level. In 1921-22, the amount realised was Rs. 115 $\frac{3}{4}$  lakhs. In the next year it was Rs. 118 $\frac{1}{2}$  lakhs. The average of these two years is Rs. 117 lakhs, and considering the facts that we have some arrears to realise in the next year and that the revision settlement in a few taluks also comes into force, an addition of Rs. 4 $\frac{3}{4}$  lakhs is by no means unduly optimistic. If the rainfall is sufficient and seasonable, the budget anticipation under these heads is quite within the range of realisation, and I may add that this estimate has no manner of connection with the policy of remission sanctioned this year in the distressed area and is based on the calculations of a normal year.

As regards the scale of salaries prevailing in the Mysore State, Mr. Hoskoppa Krishna Rao, observed that the British Indian Provinces should not be our model and that we should follow Japan. The rates of pay allowed to the different services in Mysore are by no means as high as those allowed to the corresponding services in British Indian Provinces. In fact, it is much less in the several grades of the Mysore Public Service. In making comparisons of this kind, it will serve no useful purpose to go for parallels to Japan or other distant countries, the conditions of which are different. We cannot overlook the main facts that Mysore is surrounded by British Indian Provinces, that the qualifications required of recruits for the different services in Mysore are no less exacting than those prescribed in such provinces and that it is not possible to reduce the Mysore scale of pay lower still unless and until a similar movement takes place in British India. If we make a further reduction in the rates of pay prevailing in Mysore, I do not think we can persuade the educated young men of the country to remain within the State.

Mr. Ramachandra Rao suggested that steps should be taken to provide careers for Mysoreans in the British Indian Services, and the recent instance of a Mysorean topping the list of the I.C.S. candidates cited by him shows what increasing attraction there is no outside the State for capable young men of Mysore to go abroad. There is

therefore a limit to reducing the scale of pay even in the case of the sons of the soil and it is not possible to go beyond that limit. The effect on the administration, by lowering even the existing standard of salaries and consequently encouraging the educated young men of the country to seek service outside where they can get higher emoluments cannot also be ignored, and the policy urged is sure eventually to injure the interests of the sons of the soil and lower the standard of the Mysore Administration.

Mr. Hosakoppa Krishna Rao made the statement that the financial position, taken as a whole, was neither sound nor strong. That was rather a strong criticism to make. After years of deficits, the revenue accounts of two consecutive years—1922-23 and 1923-24—have been balanced and the budget estimate for the next year has also been framed to achieve the same object, full provision being made for debt redemption. We have also been able to finance our capital outlay of about half a crore each year, for three consecutive years without resorting to public loans. The present position, therefore, is, in my humble opinion, as sound and as strong as we can expect it to be and I really do not know what Mr. Hosakoppa Krishna Rao's ideas of strong financial position are.

Mr. C. Narasimhaiya made a number of statements and suggestions the incorrectness of which, I believe, were at the time pointed out by the Financial Secretary. I shall, however, give him due credit and briefly allude to them here. He observed that the policy of contributing to the Loan Sinking Funds was not really being pursued as the arrear payment due for 1921-22 was not traceable in the accounts. Mr. Narasimhaiya evidently did not look beyond the ordinary Revenue Account for 1922-23, for, if he had referred to the charges met from the extraordinary revenues of that year, he would have discovered the entry. In all such instances any informal enquiry through the Financial Secretary would help to clear up doubts.

He also pointed out that when there were heavy cash balances, there was no necessity to float loans. He appears to have overlooked the fact that the heavy balances were themselves contributed by the Loans raised. A further suggestion made by the same member was the formation of a Provident Fund for the Electrical Department and its utilization for purchasing the 7 per cent, bonds on account of the Loan Sinking Fund. This suggestion is not clear to



me, as I do not know how the money belonging to one fund can be diverted to another fund.

As the rate of interest is showing a tendency to go down, Mr. Narasimhaiya proposed that we might buy up our 7 per cent bonds. He appears to have ignored the fact that with the reduction in the rate of interest, the price of these bonds is above par and that it is inadvisable for us to purchase them at a premium when we have a right to redeem them at par a few years hence. Mr. Narasimhaiya considers that the Depreciation Funds are being used for financing capital expenditure. This is not the position now. Depreciation Funds are intended for renewals and replacements and they are being used for their legitimate purposes as the need for drawing upon these funds arises. It will be seen from the Budget Estimates that as large a sum as 13 lakhs of rupees is proposed to be spent in the next year for keeping the capital assets of our commercial concerns up to the standard. Action is also being taken to hold in a liquid form as much as possible of the old balances of these funds to meet the demands on them. He also criticised the want of provision for paying interest on the Mining Revenue Capitalization Fund. Here again, he appears to have overlooked the fact that the system in regard to the formation of this fund has been altered and according to the new arrangement which is one of the essential objects of the policy of financial rehabilitation, the entire revenue from gold mining should be saved and used for capital purposes instead of as under the old system, 60 per cent of such revenue together with interest calculated at a fixed rate. He also wanted to know whether interest on the Famine Insurance Fund was being credited to that fund. As I have already explained, this fund is invested in securities and the annual interest realised on them is being directly credited to the Fund.

Whether reasonable proportions of the liability funds are being maintained in a liquid form or not was another point raised by him. This question has already been considered by Government and the position has been explained more than once by me in the several Budget Addresses delivered by me before the Representative Assembly.

Mr. D. S. Mallappa observed that the expenditure on the Development Departments had been reduced. This, however, is not the fact. The expenditure on the group head, Moral and Material Development, in the 7 years from 1917-18 was as follows.

			Rs.
1917—18	..	..	39 lakhs.
1918—19	..	..	52 lakhs.
1919—20	..	..	48½ lakhs.
1920—21	..	..	61 lakhs.
1921—22	..	..	53 lakhs.
1922—23	..	..	49 lakhs.
1923—24	..	..	50 lakhs.
1924—25	..	..	55¾ lakhs.

It will be seen that the expenditure has been steadily increasing except in one year, 1920-21, and the addition in the three years from 1922-23 is as large as Rs. 6¾ lakhs. That in a period of retrenchments and curtailment of expenditure in all directions, an addition of about Rs. 7 lakhs has been made to the standard of expenditure of the Development Departments should, I think, be sufficient proof to show that these Departments are receiving all the attention that it is possible to give them in our present financial position.

Mr. Ramachandra Rao Scindia stated that the Revenue estimates for the next year were too sanguine and that the balancing of the budget was artificial. I do not think any useful purpose can be served by making such vague observations. I expected him to refer to particular estimates which he considered as having been stretched too high. No doubt, he referred specifically only to one item of revenue, *viz.*, profits of industrial concerns. He thought that it was too optimistic an expectation to estimate for Rs. 67,000 from these concerns for the next year. I would invite his attention to the largest of the items included in this estimate. I refer to the profits of the Soap Factory, which in the year 1922-23 amounted to Rs. 31,000. In the current year, they are expected to be Rs. 45,000. The estimate for the next year is Rs. 49,000, that is, Rs. 4,000 more than that of this year, and I do not think that it can be considered as unreasonably high, especially when the factory has been enlarged for increasing its output and reducing the cost of manufacture. The balance under the head of Industrial Works is only Rs. 18,000 and this comparatively small amount is expected to be contributed by five concerns.

Mr. Chandrasekharaiya stated that the triennial policy of financial reform indicated by me in June 1922 had not been kept in view. I would invite his attention to the



following extracts from pages 13 and 14 and 32 of my Address to the recent session of the Representative Assembly:—

“ You will observe that under a definite policy of financial rehabilitation which comprised within its scope drastic retrenchments spread over a period of more than two years and restricted grants to the various development departments, we are now fairly on the road which will lead us to the goal which we have set before us. There are, however, a few disturbing factors which have yet to be faced.

We have to aim not only at separating railway transactions from General Administration but also at the separation of the finance of all our productive concerns. Part III of our Revenue Account proposes to achieve these objects but the further elaboration of this scheme of separation will have to wait until Part I of the same Account is reduced to a condition of complete stability.”

The next is the second year of the triennium, and if the efforts which are now being made to improve the finances prove successful, I think the major part of the aims of the policy that I have indicated in June 1922 will be realised in the period of three years. Of course it cannot be expected that a policy like that which embraces in itself a forecast of three years to stabilise the disorganised finances of the State, could be in actual practice exactly the same as was forecasted, and there must be slight deviations here and there. In regard to the criticisms that policy has in any way been departed from I should like that member to go into the actuals of the last two years and the budget of the next year and then judge how that policy has been carried out in all respects, making due allowance for certain very abnormal and unexpected circumstances which, in spite of the ordinary difficulties of our financial position the Administration had to face, specially in the current year.

I may, however, add that the demand for more and more expenditure in certain directions pressed by this House and the Representative Assembly is one of the factors which has contributed to retard the realisation of the objects of the policy. Mr. Chandrasekharaiya also stated that the annual standard of our capital expenditure should be reduced. I would invite his attention again to my address to the Representative Assembly. It will be seen from an examination of the statement referred to on page 18 of the

Address that the capital expenditure in 1920-21 was Rs. 111 lakhs and that in 1921-22, 113 lakhs. The grant proposed for next year is 47 lakhs, that is, a reduction of over Rs. 60 lakhs, compared with the standard which obtained immediately previous to the year 1922-23. We cannot abandon works in progress like the Krishnarajasagara, nor can we altogether deny funds for the capital purposes of concerns like Railways, nor is it in the interests of the country to refuse funds for paying works like the renewal of the Bangalore Transmission Line. I would invite reference to the details of our capital Budget. It will be seen that the grants proposed for next year are limited to works of the description mentioned by me and they have also been fixed as low as possible. One criticism offered in respect of the Estimates was that we systematically underestimate our revenue. I shall give the Budget Estimates and the actuals for the five years ending with 1922-23:—

Year	Budget Estimates. (Lakhs of rupees.)	Actuals.
1918—19	298.33	294.24.
1919—20	313.66	313.12.
1920—21	315.15	313.13.
1921—22	306.25	312.05.
1922—23	310.40	330.70.

It will be seen that in three years of this period the revenue actually realised was less than the Budget Estimate and the difference ranged from half a lakh to four lakhs. In 1921-22 the actuals exceeded the estimate by 5.8 lakhs. In 1922-23 the excess was 20.3 lakhs; of this excess, Rs. 10½ lakhs was on account of the surplus revenues of the Civil and Military Station which was not included in the Budget Estimate, as its receipt was not then anticipated. Comparing like with like, the excess in 1922-23 was Rs. 9.8 lakhs. In the two years in which there was an excess the difference varied between 5 and 10 lakhs. These figures will show that the charge of under-estimating revenues has no foundation whatever. A difference of a few lakhs on either side in an aggregate of 330 lakhs is, I think, really a clear proof that our estimating is as accurate as it is possible to make under the present circumstances.

In matters of General Administration, criticisms have been directed against District Administration, Income-tax



Police, Medical, Education, Railways and a few other departments, and the policy of giving grants for public improvements in cities, towns and villages has also been questioned. In reply to all such criticisms I have already given a detailed answer; and the fact that all the resolutions for cuts bringing to the notice of Government certain defects and grievances have all been withdrawn after hearing the explanations offered is sufficient satisfaction to Government, although I must add that they will not fail to afford incentives to us to meet non-official opinion as far as possible which, for the most part, has demanded expansion far beyond the limits of our present resources. It must be remembered that many of the resolutions for a cut of one rupee were directed to secure in some form or other, enhanced grants.

Gentlemen, I think I have touched on most of the important points that have arisen in the course of our discussions relating to our financial policy. I hope the statement of our financial policy made in my recent Address to the Representative Assembly, together with the detailed explanations given by me in my concluding speech there and now given at the end of this session here, will clear up all doubts and misapprehensions and enable public opinion to focus its attention on the essential points of the Mysore financial problems. We are struggling hard to keep to the sound lines of the policy already laid down and we have every confidence that the results already achieved and those anticipated in the near future will, in spite of any opinion that might have been expressed here to the contrary, fully justify the soundness of the policy as well as the methods that we intend applying during the next twelve months.

I now conclude this session with an expression of our sincere thanks to the non-official members of the Council for all the pains they have taken to put forward the non-official point of view before the Government and for the sweet reasonableness that they have shown after proper exchange of views in respect of all matters in which there was any difference of opinion between them and the Government. After all the controversies, arguments and discussions of the past several days, we part to-day as the best of friends and with one mind, convinced between ourselves that there is little or no difference of opinion on essentials, and while Government will continue to labour without fear

or favour of any party or interest, in the best interests of the country at large during the new year which commences to-day the people's chosen representatives will, I am confident, continue to also work in their own respective spheres to make the work of Government better understood by the people and at the same time make it more liberal, and better adapted to the growing aspirations and needs of His Highness' subjects.

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## THE BRITISH EMPIRE EXHIBITION.

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### The Mysore Court.

#### A NOTE BY THE DIRECTOR OF INDUSTRIES AND COMMERCE IN MYSORE.

The Empire Exhibition was opened on the 24th April 1924 in London by His Imperial Majesty, the King-Emperor. The MYSORE COURT occupies a prominent place in the Indian Pavilion and covers a little more than 1,000 sq. feet. Special attention has been paid to give as much local colouring to the Court as possible, in the general outlines of its decoration and arrangements, the sides being covered by panels made up of 143 varieties of Mysore woods. A special collection of taxidermical exhibits consisting of stuffed specimens and skins of a large number of wild animals to be found in the State provided by Messrs. Theobald Brothers and Van Ingan and Van Ingan, have been displayed on the walls. A collection of Mysore carpets and silks has been similarly displayed. A special handbook has been published giving full information regarding the resources of the Mysore State in respect of foreign trade and made available to persons likely to open up trade relations with the State. The following particulars regarding some of the important exhibits may be of interest to the people in Mysore.

The principal articles in which there is much trade from the State are minerals, such as gold, chrome and manganese, oil seeds, hides and skins, sandalwood and other essential oils, silk, cotton, timber and other forest products. Arrangements have been made to provide a fully representative collection of these articles. In one shelf are arranged all the mineral ores in Mysore, namely, gold quartz, iron ore, manganese, chrome, magnesite, asbestos, kaolin, and the great variety of building stones, such as granites and marbles. Mysore is rich both in the higher and lower grades of manganese and chrome ores, and the increasing demand for the lower grade ores has

now given Mysore a prominent place amongst the world's suppliers. The exhibits from the Kolar Gold Fields Mining Board consist of a graphical representation of gold production in the State. The Workington Iron Company have sent complete samples of their manganese ores, and also some of the important products containing Mysore manganese. Mysore is the only State of which a detailed geological survey has been made, and a map of its mineral resources published. These maps are also exhibited.

A complete collection of the products of the Mysore Distillation and Iron Works, consisting of specimens of wood used, the charcoal produced, the pyroligneous liquors, the grey acetate of lime, wood alcohol, tar, flotation oils and other distillates, have been displayed. The superiority of the Mysore charcoal pig iron, which nearly approaches in quality the Swedish iron, is evident even to a casual glance of the bar shown, and some articles made from it have been displayed. The markets for the by-products, such as acetate of lime and wood alcohol are at present largely foreign.

Timber is another commodity produced in the State for which there are great potentialities of foreign trade. The Mysore timbers contain 143 different varieties, and these are displayed in decorative panels mounted by gables so as to set forth not only the characteristics of the wood, but to add to the decorative effect of the Mysore Court as a whole. A large number of sample boxes has been prepared containing some of these woods for distribution to *bona fide* enquirers; and full information regarding these resources has been collected.

Even more important than the supplies of unwrought timber are the potentialities of sending carved furniture and other manufactured articles to foreign countries. Mysore is very fortunate in having several species of timber, such as rosewood, teak, sandalwood, white and red cedar, haley, ebony and many others, which lend themselves easily either to a high polish or for being turned and carved. In order to show the possibilities of elaborate carving on rosewood a number of articles have been exhibited. Of these, the most conspicuous are a large side-board and cabinet illustrated with figures from ancient carvings, and a screen containing views of the Public Office Buildings, the Sheshadri Memorial Hall, and the Palace at Bangalore. There are magnificent specimens of



ebony and rosewood inlaid with ivory and mother-of-pearl. Among ivory inlaid articles are several trays, octagonal tables containing exquisite floral and other designs, but the most attractive exhibit is a small cabinet with ivory inlaid figures after the classic Oriental style, prepared by Mr. Indad Hussain of Mysore. So also, is a table screen exhibited by him. Rosewood with shell inlaid work, consisting of trays with passages from Persian poets is a new method of inlaying introduced in the State during the past five years.

The great improvement in lacquerware work can be seen from the specimens of toys, snakes, fruits, such as cocoanuts, grapes pomegranates, which are very true to nature. Owing to the introduction of power-driven lathes, there is now a large scope for the development of the trade in toys, and the Department of Industries is now engaged in the problem of suggesting improved designs and methods of work.

Sandalwood carving shows the greatest variety. There is a model of the Halebid Temple, in which an attempt has been made to reproduce the elaborate carving on its facades. A new departure has been made in the manufacture of caskets and other articles by the introduction of new designs taken from panels in old temples and well-known scenes in Mysore. Many useful articles, such as jewel boxes, smoker's sets, etc., have been displayed.

There is a fine display of silver articles exhibited by the Indian Jewellery Mart, Bangalore and Messrs. Krishniah Chetty & Sons, consisting of tea sets, vases, caskets, etc. An elaborately-carved silver casket containing scenes from the life of Sri Krishna has now been specially prepared for the Exhibition. Elaborate brass carving used to be carried on in Nagamangala in the past, but the industry is now nearly extinct. Brass trays carved with scenes from the 'Ramayana and the Mahabharata and a good collection of elaborately-carved images, are exhibited.

There is a considerable amount of trade between Mysore and Europe in hides and skins. A complete collection of half-tanned and chrome tanned hides is exhibited, so also the tanning materials used, such as myrabolams, tangadi bark, etc.

Among agricultural products only such varieties as are likely to lead to development of foreign trade are

exhibited. Oil seeds, coffee, the Mysore coprah (which is exclusively used for edible purposes as such), tamarind, tobacco and fibres, are all exhibited.

The article that is likely to be of the greatest importance from the point of view of foreign trade in the future is silk. Though the Mysore State produces more than Rs. 1,50,00,000 worth of silk very little is now exported, being all consumed locally, as the methods of reeling do not suit the silk to the requirements of European weavers. The Sericultural Department has prepared special cabinets to show the improvements made in the breed of silk worms in Mysore, the difference in quality between cottage reeled and machine reeled silk, and the manner in which the two adapt themselves to the various processes. An up-to-date filature was started two years ago in the State. Private enterprise has come forward to take up the industry on a large scale. Filature silk finds a ready sale in the European markets, and a very large and important industry is being built up.

Some specimens of gold thread and lametta using the silk are exhibited, which is a new industry in the State. A large variety of jacquard silks, sadies, etc., have been exhibited, as also very fine specimens of nakki work.

The Bangalore Woollen, Cotton and Silk Mills, Ltd., have sent a complete collection of their cotton and other goods.

The carpets manufactured in the Mysore Jail are renowned throughout the world, and the two magnificent specimens now displayed have been most exquisitely designed and woven.

The annual exports of Sandalwood oil from the State are valued at £. 130,000 to £. 170,000 and special attention has been paid to provide a striking exhibit of the article, as it forms an important Government monopoly. The Essenflour Products Ltd., have exhibited a complete collection of essential oils, for which there is a large foreign market. There is a good collection of scents made in the Government Soap Factory and some private manufacturers.

The Mysore Fruit Canning Syndicate have exhibited their preserved fruits, jams and chutnies.

The Special Officer in charge of the Exhibits, Mr. S. G. Sastry, reports that the Mysore Exhibits have been



specially admired and have evoked general appreciation by reason of the great variety and the high standard of excellence that characterize them, specially the carved lacquerware articles.

The Exhibition was visited by Their Imperial Majesties, the King-Emperor and the Queen Empress and Their Majesties, the King and Queen of Roumania on the 15th May 1924 who expressed themselves highly pleased with the Mysore Exhibits. A carved figure of Krishna is reported to have been purchased by them.

Orders have been already received for some of the carved articles and other exhibits. The general interest aroused by the Mysore Exhibits in the products of Mysore has already resulted in numerous enquiries from commercial and other people.

*The following description of the Mysore Court is taken from an article in the Madras Mail, dated 17th June 1924.*

Mysore State is treating the British Empire Exhibition very seriously. The object of the Maharajah's Government is the same as that of every other exhibitor—public and private—to find new markets, and only those goods which are likely to be in demand abroad are being exhibited; but these goods are in such general use, their quality is so high and the workmanship displayed in the finished articles is so fine that they serve an artistic as well as a commercial end, and have aroused keen interest not only in business circles, but among the general public visiting the Exhibition as well.

And this general interest has, of course an important bearing on the commercial side of the undertaking; for as the producer looks to the whole-sale buyer to take his goods from him, the buyer, in his turn, has to look to his market for purchasers. And the fact that the public are taking an interest in these goods, and, more important still, are buying such samples of them as are on show, gives a good indication of the demand there is likely to be for them later.

The Mysore Court is not large. It is indeed, little more than an extended bay to the left of the passage just beyond the railway courts, but every inch of space has been utilised to the best advantage, and Mr. S. G. Sastry, the State Officer in charge of the Court, is to be congratulated upon the taste he has shown in arranging the

exhibits. Despite the abundance of his materials and the limited space at his disposal, he has given everything a good show and has yet managed to leave visitors plenty of room to walk round.

### *Timber Exhibits.*

The two end partitions which separate the Mysore Court from the rest of the Exhibition consist of decorative panels mounted by gables in which all the 143 varieties of timber grown in Mysore are displayed. Each variety is numbered and a little handbook is issued to *bona fide* inquirers giving their botanical and commercial names, the probable quantity available per annum, weight per cubic foot, strength and the uses to which they can be put. Nothing has surprised visitors to the Indian pavilion more than the wealth and beauty of the timber exhibits. To the average person here the first use to which timber can be put that occurs to the mind is furniture, and for furniture people have got into the habit, created by a series of fashions which recur with monotonous regularity, of thinking in terms of mahogany, oak, walnut and satin-wood. The exhibits in the Mysore and other courts and the wonderful display in the forestry section, which takes the form of a house furnished throughout with Indian timbers, reveals to them that this by no means exhausts the list of timbers available. Rosewood, which is now only represented in their homes by the piano case, they discover, can be used also for tables and chairs elaborately carved; and then there are padauk, laurel, silver-grey-wood, coral and many other kinds. Perhaps, when next the public revolts against the monotonous rotation of mahogany, oak, walnut and satin-wood they will fly for relief, not to Japanese lacquerwork, but to Indian timbers and Indian workmanship.

### **A Chance for India.**

Then will come the chance of the Indian craftsman. The Department of Industries in Mysore has done its best in the past to foster and improve the natural skill of the Indian carpenter, and the Government furniture factory stands as witness of its work. It has also encouraged the closely allied industries of carving in sandalwood and ivory and of inlaid work, stimulating the workman to adopt new designs and use better tools, and creating a market for their work by opening a sales depot. These articles have



now reached a high standard of excellence and may well hope to find a large foreign market.

The Exhibition provides an ideal opportunity for introducing them to customers abroad, and the Department has taken full advantage of it. The chief D'oeuvre is a magnificent rosewood hand carved cabinet, one of the most imposing and artistic pieces of furniture in the whole Exhibition. There are other pieces of furniture in rosewood—screens, tables, a Durbar chair, and a grandfather clock—smaller in size, but all showing the same excellent workmanship of the Chamarajendra Technical Institute and the Government Art Workshop. The last-named institution also exhibits beautiful models of the new Palace at Mysore and the library building of the Indian Institute of Science, Bangalore, all constructed out of timbers found in the Mysore forests.

#### **Attracted the King.**

Sandalwood carvings are exhibited by the Gudigar Co-operative Society, Sagar, Dottoba Rao, Sorab, and the Government Art workshop, Bangalore. The most elaborate example is a replica of the famous Halebid Temple which greatly attracted the attention of the King when he visited the Court with the King and Queen of Rumania. The other exhibits include caskets, glove-boxes, jewel and handkerchief boxes, smoker's sets, figures and some excellently designed relief panels. The ivory carvings all come from the Government Art Workshop, and consisting, as they do, of caskets, swami figures, umbrella handles, beads, powder-boxes, toys, bangles and other trinkets have attracted much attention from lady visitors and most of them have been sold. The inlaid almirahs, caskets, writing desks and tables from the Chamarajendra Technical Institute and the Government Art Workshop are beautiful in design and finish; and the elaborate cabinet and tables done by Mr. Imdad Hussain of Mysore further enrich this section.

Before leaving this part of the Court, which comprises ornamental and decorative work, some mention must be made of the lacquerware exhibited by the Government Industrial School, Channapatna, and the Department of Industries and Commerce; the goldsmith and silversmith work shown by C. Krishnayya Chetty and Sons and Phalajrai Ramnarayan and Co. of Bangalore; and the

brassware displayed by the Department of Industries and Commerce.

### **Industrial Exhibits.**

Coming now to the purely industrial side of the Court, the article that is likely to be of the greatest importance from the point of view of the foreign trade of Mysore in future is silk and this is given a prominent place in the Court. Mysore silk is, of course, famous throughout India but almost unknown here, for though the State produces Rs. 1½ crores worth, the old method of reeling does not suit the silk to the requirements of European weavers. Reeled in modern filatures, however, its quality is equal to that of the best Canton Silk. An up-to-date filature was started in Mysore two years ago; private enterprise has come forward, and it is expected that Mysore will shortly be able to take an important place among the suppliers of the European market.

The Sericultural Department has prepared special cabinets, showing the improvements made in the breed of silk-worms in Mysore, the difference in quality between cottage-reeled and machine-reeled silk and the manner in which the two adapt themselves to the various processes.

Silk fabrics and finished articles are exhibited by the Government Weaving Factory, Bangalore; the Salvation Army (the Tata Silk Farm) and the Bangalore Woollen, Cotton and Silk Manufacturing Company. Cotton and hemp exhibits are also shown by the Department of Industry and Commerce.

The metallurgical industries are represented by exhibits of charcoal, pig iron from the Mysore Iron Works, the first and only factory in Asia to manufacture this metal on a large scale. The Kolar Gold Mining Board has sent a case giving a graphic representation of the output of the fields, and showing specimens of quartz and photographs of gold mining operations at Kolar. The Workington Iron Company have some good samples of manganese ores obtained from Mysore State, and samples of manganese steel.

Mysore has always been a big exporting centre for hides and skins, and the samples of leather, country tanned and chrome tanned, and of leather goods and articles shown by the Department of Industries and Commerce and the Mysore Chrome Tannery, Bangalore, may well extend the foreign market for these goods.



The Essenflour Products, Ltd., and the Mysore Government Sandalwood Oil Distilleries divide between them the exhibits of essential oils, an important item in the resources of the State. The Government Soap Factory at Bangalore shows examples of its products and of the many beautiful scents it manufactures; and among other industrial exhibits are pharmaceutical products, inks, lac, and other tanning materials.

#### **Agriculture.**

The agricultural products shown include samples of paddy, rice, ragi, beans, various kinds of oil and oil cakes, white and brown sugar and jaggery; and a good section of the Court is reserved for preserved and manufactured foods.

Among the special exhibits are a model of a patent float releaser for gauging the velocity of water in river beds shown by Mr. T. Ramaswamy, Assistant Engineer of the Public Works Department, two magnificent carpets and several small rugs from the Central Jail, Bangalore, and some superb shikar trophies.

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## INFANT MORTALITY AND ITS PREVENTION BY LEGISLATION AND ADMINISTRATION.

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[BY RAO BAHADUR K. RAGHAVENDRA RAO, B.A., M.B. &  
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*(The following paper was submitted to the All-India  
Baby Week Committee and was awarded a gold medal.)*

The welfare of the child is the welfare of the nation.

To obtain an adequate and healthy population the greatest care is needed before birth and throughout childhood and adolescence. This much-needed care can only be obtained at the hands of the mother. It doubtless follows that the well-being and prosperity of nations, and of the families which compose the nation, are largely dependent on the health and welfare of its prospective and actual mothers. Infants and nursing mothers are rapidly influenced by their environment which is very complex. The mother is the main element in the environment of the infant. Her health and habits, her capacity for domesticity, and her knowledge of infant care and management, (mothering) directly influence the infant's health and physical fitness. If she is overworked or suffering from chronic fatigue or illness, the infant must suffer for want of sufficient care. Conversely, a sick baby puts a strain upon the mother's health and physique and thus a vicious circle is established.

Although it is certain that Nature, when she endowed women with the gift of motherhood, endowed her also with the power necessary to secure her comfort and normality, man's indifference and incapacity have done much to invalidate the gift and to spoil the endowment. Luxury and sloth on the one hand, over-work and insufficiency of food on the other, are potent influences for evil. In these strenuous days of so-called over-civilization, luxurious and intemperate living, a very large proportion of children born, commence their careers, with a reserve of vitality low in comparison with that of the children of a few generations ago. Such



children often possess a heritage of nervous instability which exposes them to many so-called "constitutional disorders". Mistakes in feeding and in general management which a few generations ago would perhaps have caused but temporary and insignificant symptoms, may be, and often are, to-day, responsible for permanent and enduring consequences which make health impossible. Hence arises an increased necessity on the part of—the great householder—the State, for medical watchfulness, and on that of the individual, for personal prudence.

One needs to look back as well as forward. Weakly parents, a feature of the present generation, are largely a result of premature motherhood, of ill-nourished childhood, of unhealthy conditions surrounding expectant and nursing mothers, of the passing away of customs essentially hygienic, carried on for ages under religious sanction, but now replaced by care based on scientific authority.

Infant mortality is reckoned as so many deaths amongst children under one year of age: and for purposes of comparison, it is calculated as so much per thousand live births. This so-called "infant mortality rate" in the East is at least three times as high as in the West. "A high infant mortality rate implies (a) the loss of many infants; (b) the maiming of the many surviving children, for conditions which kill some, injure others; (c) a high death-rate in the next four years of child life (d) the existence of unhealthy conditions in the mothers and in the home life of the people."

Infant mortality is a big complicated problem. An infinity of causes is quoted, but no one operates itself. A fetish is often made of one cause from amongst the many; e. g., poverty, maternal ignorance, intemperance, syphilis in the parents, smoky or dust-laden atmosphere, insanitation unpaved yards and streets, bad housing and over-crowding, slums, bad sewerage, etc.

There is no doubt that each one of these causes operates to a certain extent; the first cause leading to excessive infant mortality is not always the same. No measure of relief can be of real or lasting benefit unless directed against all these causes. Some persons make a fetish of "maternal ignorance"; but is there any reason to believe that rural mothers, among whose infants mortality is low, are less ignorant or better educated than their own urban sisters,

among whose infants mortality is high? The comfortable doctrine of "maternal ignorance" embodies an aspect of truth, but it is mischievous when it implies, as is often said, that what is chiefly required is the giving of theoretical instructions as to matters of personal hygiene, or the distribution of health literature. Of what avail is the distribution of health literature when the great majority of those for whom it is intended cannot read?

The social factors of the evil are certain "Devils," viz., Dirt, Disease, Destitution, and Drink. It is as needful to comprehend the social as well as the medical aspects of the problem. The principal facts concerning infant mortality are:—

(1) Its incidence is chiefly in the first three months and in the first week of the first three months.

(2) Its incidence during the first month of life differs but little in different social classes and in different types of environment, but as the child gets older the mortality in favourably situated classes becomes progressively lower.

(3) In all countries it is higher in urban than in rural areas.

(4) Its incidence is largely influenced by domestic condition of life and is dependent upon social classes of the community.

(5) It is high amongst the poor and low amongst a better social class.

(6) It is higher in the crowded parts of a town than in the outskirts.

(7) It is higher in towns which are not sufficiently provided for with the sanitary environments essential to civilized social life, such as public water supplies, drainage, prevention of smoke and dust, control of food and food-supply, etc.

Most important ones are natural or artificial conditions influencing the growth and development of the infant from the time of conception and birth until it attains the age of one year—conditions which are, broadly speaking, economical, social, and environmental. The growth of a child is a continuous process commencing at least six months prior to the age of about 4 years, a process not interrupted either by the act of birth or by the act of weaning". It is a remarkable fact that however great may be the degree of poverty and degradation of the parents, the great majority of children are born healthy. By virtue of some "mysterious law



of transmitted impulse," the unborn child fights strenuously for its own health at the expense of its mother and arrives in the world with a full chance of living a normal, physical existence. Infantile mortality, then, may be considered as largely the capitulation of the young and delicate organism to the adverse conditions into which it is born.

The essential steps for preventing the mortality amongst infants must be considered in two main groups (apart from the question of legislation), *viz.*, (a) improved sanitary and social circumstance, with special attention to domestic and municipal cleanliness; and (b) specialised infant welfare work which should include the education of girls and mothers in personal and domestic hygiene, sound and effective midwifery, the care and feeding of infants, attention to the physique of the mother. It cannot be too strongly emphasised that the measures likely to succeed are the clearing of slum areas, provision of open spaces, better housing, effective sewerage, prevention of atmospheric pollution; in other words, the provision of the elementary sanitary environment for civilised social life, coupled with a well-ordered system of efficient maternity service. These two parts of our programme should go hand in hand if we are to hope for or deserve good results. It is radically wrong to think of an infant as a separate and independent entity, or apart from general environmental conditions under which we live, move and have our being. Broadly speaking, the problem of infant mortality will be solved only in so far as the whole function of motherhood is fulfilled under favourable conditions.

Environmental conditions in a poor Indian home are neither conducive to a safe delivery nor to healthy upbringing of the infant. The house itself is overcrowded with 8 to 12 tenements. Each family of four to five souls has but one room for living, which opens on to a yard often uncovered, unpaved and undrained. House refuse and other sources of contamination are in or close to the house. Food, especially infant's food, cannot be stored or protected; and in the unlighted and unaired premises cleanliness is rendered difficult. The problem of child-birth in the homes of the well-to-do differs materially in theory and in practice from that in the homes of the poor. While the former can get assistance, domestic maternity, medical aid, etc., the latter have to drudge till the last moment; and as for maternity and medical assistance, they simply cannot afford.

The poor mother is either unequipped or under-equipped and she seems to come to her supreme function almost entirely unready and uninformed ; and she fulfils it somehow without sufficient skilled assistance. The domestic problem here unfolded must be solved at first in order to avoid the great mass of preventable suffering.

The effective application of remedies is not possible for the individual. It is a communal problem calling for the intervention of the State. "To save child-life is an axiom of State prevention ; to remedy defect is an axiom of State economy"; and it is best to remember that all sanitary reform should be carried on a comprehensive policy steadily pursued and not attempted by piecemeal effort, by spasmodic endeavour inspired by fear or panic.

A child welfare scheme which provides for only curative treatment is eminently unsatisfactory and insufficient. Preventive measures must bulk largely in any scheme likely to result for a successful issue. The principles underlying an organisation for child welfare are threefold, *viz.* —

(1) The whole function of motherhood must be fulfilled under favourable environmental conditions.

(2) No child-bearing mother should be without adequate and skilled assistance.

(3) The infant welfare centres should serve the purpose of supervising the normal baby and not merely the sick one.

The adequacy of arrangements available is one which largely depends upon finance ; but no responsible government could grudge to set apart a fair portion of their income for the welfare of the nation at birth. A comprehensive maternity and infant welfare scheme should include :—

(1) An adequate medical, midwifery and nursing service for pregnant women before, during, and after, labour, efficiently controlled and supervised.

(2) Infant welfare centres for medical or other consultation, home-visiting, education of the mother, and care of the baby.

(3) Infant treatment clinics.

(4) Health-visiting, giving advice and small help to mothers in regard to their home conditions, personal hygiene, care and feeding of infants, vaccination, etc.

(5) Maternity homes and hospital accommodation, and hospitals for children.

(6) Provision for the training and controlling of midwives and Health Visitors.



(7) Provision for bringing Dhais under control and putting them into line with trained midwives.

(8) Supply of pure cow's milk free or at cost price for needy infants and mothers.

(9) Provision of Creeches, day-nurses, children's homes for receiving infant orphans.

(10) Periodical Exhibitions and Baby Show competitions.

The first step of the scheme is an infant welfare centre, under the supervision and guidance of a competent Lady Doctor, assisted by a staff of well-trained Health Visitors and midwives. Such a centre may serve for carrying out items 1 to 5 of the programme; the rest being arranged for in connection with Public or Municipal or private maternity hospitals. If conditions permit, the centre itself might be developed into a maternity home with a few beds where expectant mothers requiring assistance may be received, kept, delivered, and looked after for a period extending to at least 3 weeks before and after confinement.

In the matter of Creeches, etc., assistance should be obtained through large employers of labour and from Social and Philanthropic Societies.

A well-equipped centre should function as follows :

The services of a midwife for attending upon women in labour should be available at all hours of the day and night. Such service may be rendered free of cost to the very poor or, sufficient staff being available, on payment according to a fixed scale.

At each centre there may be a small dispensary for medical attendance of infants and children under five years in so far as their minor ailments are concerned. Mothers prospective and actual, might be brought together here for friendly talks in relation to their health, and that of their babies, with special reference to the importance of "mothering."

Every mother should be impressed with the lesson that the baby likes her milk most and thrives best upon it. She should be told that babies who are suckled, breast-fed at regular intervals till they attain the age of ten months at least, rarely get unwell even if not luxuriously provided for in other respects. Mothers who are unable to suckle their children, either for want of sufficient milk, or from some other cause can consult the Lady Doctor, who will

examine mother and infant, and give advice as to the food which can be substituted for breast-milk, as to its administration, etc. Cow's milk is the best and most wholesome substitute for mother's milk. The general feeling against the use of cow's milk for feeding children arises from the fact that the milk is either impure or else is given in its raw state. Very often the whole milk is given and the young infant is unable to digest it. Milk, to agree with the infant's constitution, should be received in clean vessels, heated on low fire until it just begins to boil, but never boiled, and preserved in a cool place properly covered so as to prevent access of dust, flies, etc., into it. More than all it is necessary to dilute the milk with a sufficient quantity of clean water, boiled and cooled, according to the age and constitution of the infant. As a general rule when cow's milk is given to an infant, it is best to start with a mixture of one part of milk and three parts of water, to which a little clean sugar is added. The rule is especially to be observed if the infant is below three months. After a week or two, if the child is alright and does not suffer from stomach ache, diarrhoea, or vomiting, the quantity of water may be reduced gradually until at three to four months the infant is able to take the whole milk and digest it. The appearance and general condition of the infant is the surest indication that cow's milk is agreeable to its life and growth. At each feed the infant must be given only that quantity of milk which it willingly drinks, and in no case should the infant be fed under compulsion.

No food other than cow's milk should be given to the infant without consulting a doctor. A small milk depot should be attached to each centre. Any mother who cannot suckle her baby and consequently finds that her baby is not progressing well but is too poor to buy cow's milk may take the child to the centre where milk, if it cannot be given free, may be sold at cost price.

Success in infant welfare work depends almost wholly upon mutual co-operation and good-will between the workers and the public. The former should be clever, tactful, sympathetic, and large-hearted; and they should possess an understanding of the private, domestic, conditions of life of women amongst whom their work lies. The members of the public, those for whom the work is done, should be considerate towards the workers. A lot of the nursing material available at present is far from satisfactory. The average Indian



woman does not take to midwifery or sick nursing out of philanthropy, but chiefly when she has to make a living by herself.

Unlike England, voluntary workers and associations organised and conducted by Indian ladies for doing social service amongst the poorer classes are few and far between. And European women on account of the difficulties of language and social customs, find this work in India somewhat difficult.

Maternity work, especially among the poor, is still very largely in the hands of the unqualified or incompetent women—the dhais—60 per cent or more of the cases being attended to by them. The existence of such a class practising midwifery is universal in all countries, and has to be reckoned with and not treated as a negligible factor in any scheme for infant welfare. For these women such a thing as the “Science and art of obstetrics” does not exist. This is true to a very great extent even in respect of many a woman who holds a certificate of training. Over her a cloak of ignorance, superstition and fatalism still hangs, shutting out the light of the present days. But she is still the agency which affords to the poor obstetrical aid. Her services should, at the outset, be utilised for information as to prospective cases of labour, even at the cost of a small reward of a small silver piece. For, even in the best of circumstances she at present dominates the situation. She is not exactly a professional, but a woman who keeps a house and takes to maternity work in her off-hours; and that only in houses where she is known. As by degrees we win her confidence, we must allow her the privilege of watching and observing methods of cleanly midwifery practised by her qualified sister, so that in course of time she may not only seek our assistance, but also learn and practise cleaner and improved methods of work.

Ignorant opposition often stands in the way of sanitary reforms. Certain legislative enactments in their specific application to infant welfare would go a long way in rendering administration more easy and effective. They are:—

1. Registration of midwives and Dhais—control and supervision of their work.

2. More accurate registration of births and deaths, and medical certification of the causes of deaths.

3. Control of supply of pure cow's milk; control of the sale of patent foods or milk preparations advertised for the infant.

4. Compulsory notification of pregnancy.

5. Compulsory notification of Puerperal fevers.

More legislation in this as in other fields will prove abortive unless it is continuously and steadily supported by an intelligent and well-informed public opinion. "Sanitary instruction is even more essential than sanitary legislation, for if in these matters the public knows what it wants, sooner or later the legislation will follow; but the best laws in any country like this are waste paper if they are not appreciated and understood."

The real issue is often individualistic and possessing characteristics hidden and inherent in the social and economic system, sometimes inspired by religious customs and prejudices of considerable potential value. "The conclusion," says Mr. Samuel, is clear that it is the duty of the community, so far as it can, to relieve motherhood of its burdens, to spread the knowledge of mothercraft that is so often lacking, to make medical aid available when it is needed, to watch over the health of the infant. And since this is the duty of the community it is also the duty of the State. The infant cannot indeed be saved by the State. It can only be saved by the mother. But the mother can be helped and can be taught by the State."

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## A FLOOD RELIEF MEETING.

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DEWAN'S SPEECH AT A PUBLIC MEETING HELD AT THE RANGACHARLU MEMORIAL HALL ON THE 2ND OF AUGUST 1924 TO ORGANISE MEASURES FOR THE RELIEF OF THE POOR WHO HAVE SUFFERED DURING THE RECENT FLOODS.

*Ladies and Gentlemen.*—This meeting of the citizens of Mysore has been convened with the object, firstly, of expressing deep sympathy with the people of the several parts of the State, chiefly the Mysore District and the Districts of Shimoga, Hassan, Kadur and Chitaldrug that have suffered from the recent phenomenal floods of last month and secondly, to concert organised measures of relief to the poor inhabitants of the towns and villages that came under the ravages of the high flood level of the 25th July 1924. I think I am correct in saying that these floods were unprecedented and the memory of man does not recall any such calamity as has now befallen on some of our poor fellow subjects of His Highness the Maharajae

In 1911, there were, as many of us may remember, similar floods and the same tracts of the Mysore District as are now affected had to be given relief then, but to-day, we are confronted with a much bigger problem. As against only 20 villages and 500 houses destroyed then, we have, according to the preliminary statistics furnished by the Deputy Commissioner to-day, a total of nearly 4,000 houses in Mysore District alone in 72 villages and property to the extent of nearly Rs. 3½ lakhs that have been lost. To give you a general idea of the calamity that has befallen on some of the taluks in the Mysore District, I may add that T.-Narsipur has been the worst sufferer. Forty-three villages in the Taluk came under submersion and nearly 2,500 houses have either been partly destroyed or washed away. In Nanjangud nearly 250 houses have collapsed. Next comes Heggaddevankote where 200 houses have been destroyed; then Yedatore with 128, Malavally with 176 and lastly Seringapatam and Ganjam with 78 houses. It is difficult to conceive at one stretch of

imagination what all that means to the poor people. Full particulars of the damage in other districts are being collected by my colleagues in Council who are now touring there and we shall be able to estimate in the course of the next few days the extent of relief that will be necessary in the State as a whole in the immediate future. It is however not an over-estimate if I put it at Rs. 50,000 at the lowest—I mean gratuitous relief to the poor. In 1911, for gratuitous relief, Rs. 12,500 were raised by private subscription and Government granted a sum of Rs. 2,000. Within the last few days, Government have already sanctioned Rs. 22,000 for gratuitous relief besides Rs. 22,000 for special takavi loans. They have to face a total expenditure of nearly Rs. 3 lakhs for flood damage-repair works according to the preliminary estimates throughout the State.

It is obvious to one and all that the public spirit of Mysore should now rouse itself to action and come forward to raise funds to help in the relief work that is being organised through local agencies, with the aid of Government funds already sanctioned. I deem it a great privilege and it gives me great pleasure to be able to announce that His Highness our beloved Maharaja, with his usual solicitude for the happiness, welfare and comfort of his people and to show his deep sympathy with the sufferings of the poor has been graciously pleased to subscribe a sum of Rs. 15,000 towards the fund out of his privy purse.

Although we have to be thankful that our situation here is not so acute or severe as that of our next door neighbours in the South, West and East of the Mysore State, in that we have had no loss of life and no serious damage to our larger works, roads and bridges, still, the situation so far as the village population is concerned is pitiful and requires immediate action. I hope that the public spirit of Mysore will rise to the occasion and raise a substantial relief fund to afford adequate assistance to those who have undergone severe suffering and privation in this time of their acute distress. It is needless for me to assure to the people of Mysore that Government will do all in their power. Their several proceedings and orders already issued indicate that prompt action has already been taken. And even if they do everything that is possible, and they are determined to do that, *even at the risk of a deficit in the finances* I think this is an occasion in which the more



fortunate amongst His Highness' subjects owe it a duty to the less fortunate ones who have been so cruelly dealt with for no fault of theirs by this sudden and unexpected visitation, to come generously to their aid.

With these few words, I should like to put before this meeting a resolution from the Chair for your kind acceptance. The resolution is as follows.

“That the citizens of the Capital of the Mysore State assembled in public meeting hereby record their expression of deep sympathy for the misery and suffering that has been caused by the recent phenomenal floods in the Districts of Mysore, Kadur, Hassan, Shimoga and Chitaldrug”.

This resolution was unanimously carried.

The following other resolutions were moved and carried:—

(1) That a Central Committee be formed with the representative members from the affected districts as well as the two cities of Bangalore and Mysore to raise a fund called the *Flood Relief Fund* from private subscriptions throughout the State.

(2) That a Mysore District Committee be also constituted in co-operation with the Central Committee for the purpose of affording relief to the several villages affected in the District.

(3) That the Presidents of the Local Boards in the several taluks be addressed by the District Committee to form sub-committees in taluks to work in association with the District Committee towards the furtherance of the object in view.

(4) and (5) Expressing sympathy for the sufferers from the ravages of the floods in the Madras Presidency, and conveying to His Highness the Maharaja their deep sense of loyalty and respectful thanks for the munificent donation that His Highness has been graciously pleased to make.





# THE MYSORE BLUE BOOK

AND

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*PART I.—Orders of the Government of Mysore.*

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### FINANCIAL.

#### State Loan Bonds.

DEPUTY AMILDARS AUTHORISED TO ATTEST THUMB IMPRESSIONS OF ILLITERATE STATE LOAN BOND HOLDERS IN ENDORSEMENTS MADE BY THEM.

Government Order No. Fl. 4047-8—G. F. 43-23-5, dated 30th January 1924, empowers Amildars to attest thumb impressions of illiterate State Loan Bond holders in endorsements made by them and in receipts in acknowledgment of interest drawn by them.

The Comptroller, Mysore Government, states that, as Deputy Amildars are not included in the above Government Order, illiterate bond holders residing in the jurisdiction of Deputy Amildars have to appear before the Amildar or during his absence, the Shérístadar of the Taluk at which their bonds are enfaced for payment of interest, and requests orders of Government for authorising Deputy Amildars to attest the thumb impressions of bond holders within their jurisdictions.

The Comptroller's recommendation is approved.

Rule 2A (i) of the rules under the Mysore Securities Regulation IX of 1894 as amended by Government Order No. Fl. 4047-8—G. F. 43-23-5, dated 30th January 1924

will, with the modification as approved above, stand as below :—

Rule 2. “ An endorsement of receipt by an illiterate person must be made or acknowledged by his or her left thumb impression which must be attested in the following manner :—

The holder should appear in person.

A. (i) If his bond is enfaced for payment of interest at a Taluk Treasury.

(a) Before the Amildar of the Taluk ;

or

(b) Before the Sheristedar of the Taluk as officer in charge of the Taluk Treasury if the Amildar is absent from headquarters ;

or

(c) Before the Deputy Amildar of the Sub-Taluk, in whose jurisdiction the holder resides.

*G. O. No. Fl. 313-14—G. F. 17-23-82, dated 17th July 1924.*

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### **Pensions.**

#### **INTRODUCTION OF THE SYSTEM OF PAYMENT BY POSTAL MONEY-ORDER IN SOME CASES.**

Government direct that the system of payment by postal money order of pensions, both Civil and Military, be tried in the first instance for a period of one year from 1st September 1924. The new system will be confined only to cases of pensions not exceeding Rs. 20 and will be adopted only at the option of pensioners.

The following procedure should be observed in regard to payments according to this system. A pensioner, who elects to have his pension paid by money order, should present in person to the Treasury Officer a declaration to that effect, with his copy of the pension payment order. The Treasury Officer should then identify the pensioner as laid down in Article 89, Mysore Account Code, Volume II. After this is done he should place the declaration and both copies of the pension payment order in register headed “ Pensions payable by Money Order.” On or before the 10th of each month, a Treasury office clerk deputed for the purpose should make out a money order form for each



pension placed in the register maintained above, less money order commission and make corresponding payment entries in the table at the back of the pension payment orders. The Treasury Officer should sign the money order forms and initial the entries on the back of the pension payment orders after comparing the three documents carefully. He should also see that the remittances are made and that payees' receipts are received from the Postal Department in time.

Further, in order to minimize the risk of fraud, the Treasury Officer should compare the signature on the money order receipt every month with the pensioner's signature on the pension payment order. The Treasury Officer should also satisfy himself once in every six months in such manner as he thinks desirable that the pensioner is alive.

The Deputy Commissioners are requested to issue special instructions making the village officials responsible for reporting promptly the death of any pensioner whose pension is paid by money order.

The Comptroller is requested to submit a report early in August 1925 as to how the new arrangement has worked and how many pensioners have availed themselves of its advantages.

*G. O. No. Fl. 307-426—S. and A. 66-23-4,  
dated 21st July 1924.*

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#### House-building advances.

MAXIMUM LIMITED TO Rs. 10,000.

Government direct that house-building advances, whether of six or twelve months' pay, admissible under Article 263 of Mysore Account Code Volume I., be subject to the maximum limit of Rs. 10,000.

*G. O. No. Fl. 462-521—G. F. 31-24-1, dated 23rd July 1924.*

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## REVENUE.

### Officials of the Revenue Department.

#### REVISED QUALIFICATIONS PRESCRIBED.

The general educational qualifications required of candidates for the different grades of the public service are governed by Government Order No. 2093-172—E. A. 14-21-7, dated the 28th November 1921

The following departmental tests are prescribed in supersession of the Government Order of 1906 for the various grades of officials of the Revenue Department :—

Class of officials	Service tests to be passed	Remarks
(a) Taluk Sheristedars ..	Revenue Lower, Criminal Lower and Accounts Lower	
(b) Shekdars .. ..	Revenue Lower	
(c) Head Munshi, Sub-Division Office	Revenue Lower and Accounts Lower	
(d) Head Clerk, Head Munshi, Head Accountant and officials of corresponding rank in District Offices	Do .. do ..	Judicial Head Munshi
(e) District Sheristedars ..	Accounts Higher, Criminal Higher and Revenue Higher	should pass Criminal Lower also
(f) Manager and Head Clerk, Revenue Commissioner's Office	Accounts Higher and Revenue Higher	
(g) Typist .. ..	Senior Typewriting examination or other equivalent examination	
(h) Steno-Typists on pay below Rs. 50.	Typewriting advanced, Shorthand junior or other equivalent examination	
(i) Do above Rs. 50 ..	Typewriting advanced, Shorthand senior or other equivalent examination	

The Central Recruitment Board recommend that a proportion of the Taluk Sheristedars and Shekdars may be recruited directly by the appointment of Probationary Sheristedars and Shekdars. Government consider that the appointment of Probationary Sheristedars is neither desirable nor necessary.

*G. O. No. R. 570-9—L. R. 436-23-2, dated 24th July 1924.*



### Management of Inam Villages.

#### GOVERNMENT ORDER.

The management of Inam Villages taken under Government management leaves much to be desired. A detailed examination of the whole question of administration of these villages has now become imperative with a view to improve the present unsatisfactory state of affairs and to place the management of these villages on a satisfactory basis.

2. At the end of the year 1922-23, 179 Inam Villages were under Government management. These villages may be broadly divided into the following three classes :—

(1) Those belonging to the Muzrai and other public institutions including Damodarloss Charities.

(2) Inam Villages and shares of villages attached by Government under Sections 150 and 165 respectively of the Land Revenue Code owing to anticipated or actual default to pay Government revenue ; and

(3) Inam Villages mortgaged to Government as security for loans advanced to Inamdars, or those taken under Government management on the application of the owners under the Government Order dated the 8th February 1911. The period of management in respect of group No. 1, is indefinite. In regard to group No. 2, the period is according to Section 169, Land Revenue Code, 12 years; if no application is made for the restoration of the village within a period of 12 years after the assumption of management, or if after such application, the Inamdar should default to pay the balance, if any, still due by him within a period prescribed by the Deputy Commissioner the village vests in Government. As regards group No. 3, the period of management varies according to the peculiar circumstances of each case.

3. The management of Inam Villages is an important trust in the hands of Government. The standing orders of Government require that the revenue in such villages should be settled on the same principles as those adopted in Government Villages. During the period of management the Government are bound to collect with due diligence from the raiyats the rent payable by them and will be liable to make good any loss due to neglect. As regards arrears

outstanding at the time the villages are taken under Government management only the last 2 years' arrears may be collected by summary procedure. The arrears of previous years, if not barred by limitation, have to be recovered by filing civil suits against the defaulters. Arrears that accrue after the village is taken under Government management, may be recovered by summary procedure unless the amounts are barred by limitation. The period of limitation is at present 12 years.

4. In view of the importance of the matter and the serious responsibility that rests on the revenue officers, the administration of Inam Villages was required to be specially reported upon in the Revenue Administration Reports. As it was subsequently found that the particulars furnished in the Revenue Administration Reports were too meagre to indicate how far the objects with which the villages were taken under Government control had been realised, Government directed in their Order dated the 14th March 1917 that a separate detailed report should be sent annually by the Deputy Commissioners on the management of Inam villages.

5. The consolidated reports of the Revenue Commissioner for the years 1919-20, 1920-21, 1921-22 and 1922-23 and the Government reviews thereon, show that there is considerable room for improvement in the administration of these villages. For instance, in the report for the Kadur District for 1919-20 one village which was under Government management was omitted and this is ascribed to inadvertance; and 6 villages have been newly included in the report for the first time in 1922-23, though they have been under Government management for several years. Again 4 villages taken under Government management for default to pay Government dues have been under Government management for over a period of 12 years, without any action being taken under Section 169. The annual Jamabandi of these villages is not always settled as carefully as that of Government villages. The Revenue Commissioner's review on the administration report for 1920-21 shows that 2 villages in Bangalore District and 6 villages in Kolar District were not settled by officers above the rank of Amildar. Similarly in their Review of the report for 1922-23, Government have observed that the Jamabandi of Myakalurhalli in Hiriyur Taluk was conducted by the Amildar and have pointed out that the Jamabandi of



private estates should be conducted by the Deputy Commissioners or Sub-Division Officers and not left to Amildars.

6. No proper accounts are maintained for many of these villages, and such accounts as are maintained are not scrutinized by higher officers. The collection of revenue is very much neglected resulting in heavy arrears, much of them being time-barred. With a view to get a correct idea of the financial position of the villages under Government management, Government called for information on the following points regarding each village from the Deputy Commissioners of Districts.

1. Jodi or quit rent.
2. Revenue.
3. Year in which Government assumed management.
4. Encumbrances, if any.
5. Total arrears and
6. Cash assets.

From the reports received it is seen that there were at the end of the year 1921-22, 146 villages under Government management with a Jodi or quit rent of Rs. 9,149-9-6. The revenue of these villages stood at Rs. 1,13,727-14-0 and the encumbrances on them amounted to Rs. 4,82,265-2-7. The total accumulated arrears at the end of 1921-22 were Rs. 1,25,823-11-9 while the cash assets at the credit of the Inamdars concerned were Rs. 1,99,041-9-1. At the end of the year 1919-20 there was an arrear of Rs. 2,35,329-9-8. The percentage of collection was 50.9 to the total demand in 1920-21 and 55.86 in 1919-20, whereas the percentage of collection in Government villages during the same periods was 88.3 and 91.0 respectively. It will thus be seen that the collection of revenue in Inam villages has been considerably poorer than in Government villages. The report for the year 1922-23 reviewed by Government in their Order No. R. 2906-18/L. R. 95-23-6, dated the 26th December 1923 does not show any improvement in the collection of arrears. Out of a total demand of Rs. 3,04,921 including the previous year's arrears, a sum of Rs. 1,67,611 including remissions was collected, leaving a balance of Rs. 1,37,310. The time-barred arrear amount to Rs. 17,424 of which Rs. 10,631-7-0 related to the Mysore District.

7. The details given above clearly show that the administration of Inam Villages cannot be considered to be

in any degree satisfactory. This unsatisfactory state of affairs is due partly to defects in the law and the system of administration and partly to the apathy of the Revenue Officers. In 1911, Government adopted a very liberal policy in taking Inam Villages under their management. According to the order of 8th February 1911, any Inamdar who was unable to manage his village could ask for his estate being taken over under the management of Government on payment of 6 per cent of the gross collections which put a premium on indifferent and incompetent inamdars. An inamdar does not, as a rule, relinquish the management of his village until it falls into a very chaotic condition and the arrears accumulate to such an extent that any improvement on the position is beyond his control. When the village comes under the management of the Government, the latter find themselves in a difficult position and any improvement of the village is difficult and necessarily takes time. In the majority of cases the villages are unsurveyed and unsettled, the village accounts are in confusion or not maintained at all, and there are disputes between the Inamdar and his tenants about their respective claims. The Amildar who is responsible for the management does not pay sufficient attention to the management of Inam villages and has to depend on his low paid subordinates who have no incentive to do this extra work without remuneration. Again, the Amildar's hands are fettered inasmuch as he cannot, under the Revenue Code, exercise any more powers in the matter of collection, etc., than what the Inamdar himself can exercise. He cannot utilise the summary processes for the recovery of all arrears and cases of encroachment, unauthorised appropriation of lands for purposes other than agriculture, etc., go unchecked. In these circumstances, nothing more than the Jodi or quit rent due to Government is recovered, no improvements are effected in the village, and the encumbrances if any, for which the management is assumed by Government are not reduced to any appreciable extent.

8. The Revenue Commissioner is of opinion that private estates should not be taken under Government management except in rare and exceptional cases and that when they are so taken over in the interests of their owners, the ordinary revenue staff should not be saddled with the work, but a separate agency with an adequate establishment should be appointed for the purpose, the cost thereof



being met from the proceeds of the Inam Villages. In his Administration Report for 1922-23 on Inam Villages under Government management he has recommended the appointment of an officer of the status of Assistant Commissioner for looking after such villages. He also observes that the charges of management may be adequately raised so as to discourage applications in this respect from Inamdars. The Inam Commission appointed in 1919 are in entire agreement with the Revenue Commissioner and recommend that the cost of management may be raised to 10 per cent of the gross collections, and that the officers entrusted with the management should be empowered by legislation to exercise all powers exercised by them in Government Villages.

9. As regards the appointment of an officer solely for looking after Inam Villages under Government management, the Revenue Commissioner's separate report called for in Government Order No. R. 2909-18--L. R. 95-23-6. dated the 26th December 1923 is awaited. Separate orders will be passed as regards the recommendation of the Inam Commission. Pending orders on the appointment of a Special Officer, Government are pleased to issue the following instructions for the strict guidance of Revenue Officers entrusted with the management of Inam Villages:—

(i) The Jamabandi of Inam Villages under Government management should be settled with the same care as that of Government villages.

(ii) Steps should be taken to ensure that coercive measures to recover arrears are promptly and regularly taken.

(iii) Deputy Commissioners should personally investigate if the arrangements made for maintaining village accounts and attending to collections are satisfactory. Full complement of village officers should be maintained, according to the usage of each village and undesirable officers removed.

(iv) The restoration to Inamdars of the villages, the loans or arrears on which have been adjusted, should be expedited.

10. The Revenue Commissioner is requested to submit to Government in future the original reports sent by Deputy Commissioners annually along with his review thereon, so as to afford Government an opportunity of having fuller information on the subject and judging how the District Officers are administering the villages. The consolidated

quarterly reports should be submitted in future to Government by the Revenue Commissioner, commencing from 1st October next.

*G. O. No. R. 597-606—L. R. 25-22-22, dated 25th July 1924.*

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### **Registered Patels and Shanbhogs.**

#### **ISSUE OF NOTICES REQUIRING THEM TO TAKE CHARGE OF THEIR RESPECTIVE OFFICES.**

It has come to the notice of Government that in spite of the clear instructions issued in Paragraph 2 of their Order No. 4087-94—R. 1406 dated 1st November 1896, there are still a very large number of registered Patels and Shanbhogs who have not taken charge of their respective offices but are following other avocations.

The Revenue Commissioner is requested to impress on the Deputy Commissioners of Districts the necessity of satisfying themselves that the Standing Orders on the subject are enforced and to issue notice to every barawardar shanbhog or patel who is not a minor or widow requiring him to enter upon his duties, within a period not exceeding six months. If he fails to do so his name should be removed from the Baraward Register and the fact notified in the Mysore Gazette and also in the village or villages concerned so that the hukdars, if any, may appear and claim the office within two years, sirkar patels and shanbhogs being employed in the meanwhile whenever necessary. If the appointment is not claimed within 2 years from the date of notice the right of the family concerned for the huk will be forfeited and the Deputy Commissioners may appoint any competent person permanently to the post.

The Deputy Commissioners will soon after the Jamabandi of each year, submit a report to Government through the Revenue Commissioner showing the action taken in the matter.

*G. O. No. R. 791-801—L. R. 86-22-6, dated 30th July 1924.*

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**Houses damaged by floods.****GRANT OF HOUSE-BUILDING ADVANCES TO GOVERNMENT OFFICIALS.**

Government direct that advances may be given to Government officials whose houses have been damaged by the floods, out of the Budget provision for House Building Advances, subject to the following conditions :—

(1) Advances will be made only to persons whose pay does not exceed Rs. 50 per mensem.

(2) The amount advanced shall not exceed 2 months' pay (substantive) of the official.

(3) The amount will be recoverable in six monthly instalments, commencing from the month subsequent to that in which advance is made.

A sum of Rs. 2,000 for each of the affected Districts will be allotted for the purpose out of the provision for House Building Advances.

*G. O. No. R. 1013-19—R. M. 3-24-53, dated 8th August 1924.*

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**Flood Relief Measures.****GOVERNMENT ORDER.**

During the last month the South-West Monsoon was unprecedentedly strong and during the second and third weeks, there was continuously heavy rainfall in the Malnad parts of the State and in the adjoining British Territory of the Wynaad and Coorg. There were consequently high floods in all the important rivers like the Cauvery, the Hemavati, the Kapini, the Thunga and the Bhadra. The rivers rose much higher than the highest levels ever previously reached, and a considerable extent of land on either side of them became inundated. Communications were interrupted owing to erosion and submersion of roads, landslips and damages to bridges and culverts. Standing crops on the lands by the banks of rivers were washed away. In many villages, houses were flooded and a large number of them damaged or destroyed. In the early stages of the floods it was difficult to gather any definite information as regards the nature and extent of the damages, owing to the interruption of communications.

With the restoration of communications, which was effected by the Executive Engineers of Districts with commendable promptitude, Government have been able to obtain fuller information and this has already been made available to the public in the daily communiques issued by the Publicity Officer. During the last week, the Dewan toured in the affected areas of the Mysore District and the First Member of Council in parts of the Mysore and Hassan Districts. The Second Member of Council visited some of the affected areas in the Kadur and Shimoga Districts. From the information so far collected by Government, the districts that have suffered most are Mysore and Shimoga in both of which there has been extensive loss of property. In the Mysore District, the area most affected was the Kapini Valley and the towns of Nanjangud, T.-Narsipur and Yedatore suffered considerable damage. The total number of houses that have collapsed in the Mysore District is estimated at 4,000, distributed among 72 villages and the total loss of property has been estimated at 3½ lakhs of rupees. A considerable portion of the town of Shimoga was flooded and 485 houses were damaged and 250 collapsed. Government desire to place on record their high appreciation of the promptitude and energy with which the District Officers and many leading non-official gentlemen took steps to afford relief to the people who were in distress and it was entirely owing to their efforts that there has been no loss of life, except one solitary instance of the death of a boy by the collapse of a house. A great deal of temporary relief has already been given to the sufferers; but in view of the magnitude of the damage caused, Government consider that the reconstruction of the affected areas should be taken up in a systematic manner and desire that prompt action should be taken on the lines indicated below.

2. *Public Works*.—Much damage has been caused to roads, bridges, anicuts, irrigation channels, tanks and public buildings. In regard to damages to roads and interruptions of communications in general, prompt action has already been taken by the Executive Engineers to execute the most urgent items of repairs and to restore communications. Almost all the roads and bridges have been re-opened for traffic. The Chief Engineer is requested to prepare a consolidated list of all the damages in each district classified under communications, irrigation works, public buildings, etc., with estimates of the amounts that will be required



to execute the necessary repairs, which will be taken up forthwith and completed as early as possible.

In regard to damages to irrigation works and channels particularly, Government direct that immediate action should be taken by the Chief Engineer to repair them so that water may be made available for the lands as early as possible during the present cultivation season. The standing crops on a considerable extent of land including nurseries and seedlings are reported to have been washed away and it is necessary that the replanting of these areas should be carried out expeditiously. The irrigation season will have to be extended by an additional month so as to make up for the time that has already been lost. Repairs to irrigation works should be carried out urgently in anticipation of the sanction of Government. The estimates should be submitted as soon as they are prepared, but the execution of the works should not be delayed on this account.

In regard to other works, the Chief Engineer will prepare detailed estimates and submit proposals to Government regarding the amount that will be required in addition to the provision in the current year's budget.

A separate account should be maintained of all expenditure connected with repairs of damages caused by the floods. The Chief Engineer is also requested to submit to Government fortnightly reports of progress in the execution of works.

Government also consider that early steps should be taken to construct new Taluk Offices at Yedatore and T.-Narsipur as the existing buildings are in great disrepair and have been seriously damaged by the floods. As regards T.-Narsipur, a suitable site should be selected above the highest flood level. In regard to Yedatore, the question of constructing a new Taluk Office on the site which has already been selected above the channel on the Hunsur Road should be taken up immediately. Arrangements should also be made to allot sites for building the new houses in this area according to the plans already prepared.

The Chief Engineer is also requested to investigate the question of the protective measures that may be necessary to prevent inundations in future of the Shimoga Town and submit a report to Government with definite proposals before the end of October next.

3. *Damages to Houses.*—A large number of houses in the flooded areas have collapsed. The damages in this respect have been heaviest in the Mysore District. The condition of affairs in Shimoga Town is equally serious. The local authorities have, for the present, made temporary arrangements in most cases for giving shelter to the homeless people. Government consider that immediate steps should be taken to shift low-lying villages which are exposed to danger from floods to situations higher up, if this has not already been done. The sites for the new villages should be selected without loss of time and laid out in a proper manner, site plans being approved by the Deputy Commissioners. A well should be provided for each new village at Government cost so that the people may not be put to any inconvenience. The sites should be given free to the poor, and to others at cost price. The amount required for the purchase and lay out of the sites will be provided by Government in the first instance as an advance and the difference between the outlay incurred by Government and the amount realized by the sale of sites will be debited to the State Grant for flood relief. The Deputy Commissioners of Districts will take the necessary action for the selection and lay out of the new village sites in consultation with the Local Boards in rural areas and Municipal authorities in towns. An estimate of the amount of advance that may be required for the affected districts should be submitted to Government by the Revenue Commissioner immediately. Government consider it necessary that adequate steps should also be taken to prevent houses which have been damaged by the floods, being reconstructed on their present sites. The Local Boards and Municipalities within their areas and the Deputy Commissioners in others, will be requested to see that licenses are not issued for rebuilding such houses. The sites may, however, be left to their present owners. With a view to encourage the rapid construction of houses, Government direct that the Deputy Commissioners should arrange to open depots at suitable centres for the sale of building materials. The supplies should be obtained from the Forest Department and sold at cost price. Materials may be issued to the very poor free of cost. In urban areas like Shimoga where there has been extensive damage to houses, it has been represented that some substantial financial aid should be given to the people so that they may rebuild



their houses early in a suitable locality. In regard to such areas, Government will be prepared to advance loans to Co-operative Building Societies that may be organized. The Municipal Councils of such towns may also be requested to consider the question of providing model houses to the poor, the cost being recovered from them in a fixed number of annual instalments. If proposals in this respect are formulated, Government will be prepared to consider the grant of a part of the required amount as a loan to the Municipalities. Government have separately issued orders as regards the grant of house-building advances to Government officials drawing pay not exceeding Rs. 50 per mensem, whose houses have been damaged by the floods. As regards rural areas, loans may be advanced under existing standing orders by the Amildars from the funds placed at their disposal by the Revenue Commissioner. Government are further pleased to direct that the existing concessions relating to the free grant of building materials to people who suffer losses by accidental fires be extended to cases of losses by floods also.

4. *Damages to Lands.*—Damages to lands situated by the side of rivers have been reported from all the affected districts. Government direct that a detailed inspection of them should be promptly made by the Local Revenue Officers. Shekdars should be required to visit each village and prepare, after inspection, a list of all the lands damaged, with particulars of survey numbers, their total extent, the extent damaged, probable amount required for repairs, the names of the owners, etc. Not less than 50 per cent of the lands should be inspected by the Amildar and not less than 25 per cent by the Sub-Division Officer. A sketch showing the lands affected in each village should also be prepared. The lands that have suffered damage may generally be classified under one of the three following groups :—

(1) Lands which have been eroded or otherwise rendered unfit for cultivation permanently ;

(2) Lands which have been filled with sand or silt and will require some expenditure to make them fit for cultivation ;

(3) Lands on which the standing crops have been damaged but which may be recultivated during this season.

As regards lands falling under the first group, their extent is not likely to be great. As regards the second

group the remedy will consist in the grant of loans for removing the sand or silt and rendering the lands fit for cultivation. A sliding scale of remissions with reference to the extent of damage and the cost of restoration may also be necessary in regard to these lands, and separate orders will be issued on this point on the receipt of information as regards the nature and extent of the damage.

As regards the last class of lands, the relief required is the quick supply of seed so that the lands may be recultivated immediately. The Deputy Commissioners are requested to issue immediate orders for the inspection of lands and the collection of information on the lines indicated above. The inspection should be completed before the end of September next. As regards the supply of seed, the Director of Agriculture has already made arrangements to supply seed of a quick growing variety of paddy to the affected owners. The seed should be given free to the poor and to others at the ordinary market rates prevailing in the locality concerned. The loss on this account, if any, may be debited to the State Grant for flood relief.

5. *Loans.*—Government have already sanctioned a sum of Rs. 22,000 for the grant of Land Improvement and Takavi Loans to persons who have suffered from the floods, in addition to the ordinary grants provided in the budget. In view of the large extent of the damages as disclosed in subsequent reports, Government are pleased to sanction an additional sum of Rs. 50,000 for granting loans. The existing rules relating to the grant of Takavi and Land Improvement Loans apply only to the occupants of Government land, but Government consider that the grant of loans should be extended to others, like shikmidars, cultivators, petty traders, labourers, artisans, inamdars, jodidars, etc. Loans may be granted to such people also, provided they offer adequate security either in the shape of property or personal security. In all such cases, a proper *mutchalika* should be taken so that in the event of non-payment, the amount might be recovered as an arrear of land revenue. Further, some relaxation is necessary as regards the terms of repayment. Government are pleased to direct that loans given for relief to persons who have suffered losses on account of the floods be made repayable in five annual instalments, the first instalment commencing from 1926-27. The loans will carry interest at



the rate of three and one-eighth per cent per annum, but the Deputy Commissioners may in their discretion grant loans free of interest, subject to a maximum of Rs. 50 in each individual case. The above concessions will be in force till the end of December 1924.

6. *Gratuitous Relief.*—Government have already sanctioned a sum of Rs. 22,000 for gratuitous relief to the poor people who have suffered losses by the floods. Arrangements have since been made to organise a Central Relief Committee and also District and Taluk Relief Committees in the affected districts, and to raise public subscriptions. The total Government grant and the amount of public subscriptions raised may be constituted into a Relief Fund. Separate instructions will be issued later regarding the administration of this fund, through the Central and District Committees and specifying the functions and the jurisdiction of these bodies in respect of relief both in Municipal and Rural areas. In the meantime, the orders of Government already issued may be continued to be carried out.

7. *Special Establishment.*—In connection with the selection

TALUK.	SHEKDARS.	ON RS.	of sites for shifting
Nanjangud ..	2	45+10	submerged villages,
Hole-Narsipur ..	2	"	the organisation of
Heggaddevankote ..	2	"	Depots for the sale of
Hunsur ..	1	"	building materials,
Yedatore ..	1	"	the preparation of
Arkalgud ..	1	"	detailed lists of dam-
Saklespur ..	1	"	aged lands, and all
Koppa ..	1	"	other measures of
Mudgere ..	1	"	relief generally, it is
Narasimharajapura ..	1	"	necessary that some
Shimoga ..	1	"	
Honnali ..	1	"	
Tirthahalli ..	1	"	

additional establishment should be given to the Amildars. Government are therefore pleased to sanction for a period of three months the establishment as noted in the margin for the several taluks affected. Only trained Shekdars or Mojinidars should be posted for this special work so that they may be able to measure the lands and prepare proper sketches of the affected localities.

8. In conclusion, Government desire to impress on all Heads of Departments and Deputy Commissioners and other District Officers the importance of taking action on the foregoing lines with the utmost possible promptitude. The efficacy of all relief measures that may be adopted

will depend on the quickness and sympathy with which they are administered, and Government trust that every officer entrusted with the administration of relief measures will keep this object prominently in view. In regard to any other matters of importance on which further orders of Government may be necessary, Heads of Departments are requested to submit definite suggestions for the consideration of Government.

*G. O. No. R. 1020-1228—R. M. 3-24-54, dated  
8th August 1924.*

### **Probationary Shekdars.**

#### **A NEW SCHEME OF RECRUITMENT.**

The condition of the Shekdari service in the State has not latterly been as satisfactory as it should be. After the closing of the Shekdari School it has not been possible to get suitable and trained candidates for appointment as Shekdars. The question of improving the conditions of recruitment to this important class of Revenue Subordinates has been under the consideration of Government for some time past. After a careful consideration of the whole question Government consider that the re-establishment of the Shekdari School involves an unduly large outlay and that the objects in view can be equally well secured by sanctioning a scheme of direct recruitment of probationers.

Government are accordingly pleased to sanction the following scheme for direct recruitment of Shekdari Probationers with effect from the year 1924-25 :—

(1) Ten Probationary Shekdars will be appointed every year.

(2) The selection of candidates will be made by the Revenue Commissioner.

(3) In order to secure adequate representation of Backward communities every two candidates out of three selected should belong to Backward communities in accordance with the principles laid down in Government Order No. G. 1227-87—G. M. 97-22-1. dated 19th January 1923.

(4) Candidates should have passed a University Examination not lower than the First Year B. A. Examination of the Mysore University or the Intermediate Examination of any other recognised University.



(5) Candidates must have good physique.

(6) They must also possess a good knowledge of Kannada.

(7) The selected candidates will be paid Rs. 30 a month.

(8) They should undergo training for six months in the Engineering School, for three months in Survey and Phoding work in a survey field establishment; and for one month in a taluk in the preparation and maintenance of village accounts. Every Probationary Shekdar should write up the accounts of at least one village completely. During Probationary period, they should pass the Revenue Lower Examination.

(9) They must also satisfy the Revenue Commissioner that they are able to ride.

(10) After completing the above course of training, the Probationers will be appointed as Shekdars as vacancies occur. Half the number of vacancies that occur in the districts should be reserved for them, the other half being filled up by the Depty Commissioners themselves from among qualified officials in service.

The expenditure on account of this scheme during 1924-25 will be met out of the sum of Rs. 5,400 provided therefor in the Budget.

The Revenue Commissioner is requested to take early action in the matter.

*G. O. No. R. 1372-81—L. R. 393-22-6, dated  
24th August 1924.*

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### Acquisition of houses belonging to Panchamas

#### GRANT OF CERTAIN FACILITIES.

It has come to the notice of Government that where houses belonging to Panchamas are acquired, sufficient arrangements are not made to provide facilities to enable the persons affected to build houses elsewhere. With a view to prevent inconvenience to this poor class of people in future, Government are pleased to issue the following instructions to all officers concerned:—

(1) Heads of Departments, Presidents of District Boards and Municipalities on whose behalf such houses are

acquired, should, before sending up proposals for acquisition, see that a suitable site not less in extent than that acquired and approved by the District Medical Officer and with facilities for drinking water is selected so that the persons affected may be able to construct new houses without any delay.

(2) The acquired houses should not be demolished within six months after payment of compensation in order to enable them to put up new houses before abandoning their old ones.

(3) In cases in which the Deputy Commissioner thinks it necessary the Panchamas may also be permitted to remove timber in quantities to be fixed by him from District Forests or from the Amrut Mahal Kavals on payment of half the usual seignorage.

*Circular No. R. 1389—455 L. R. 21-23-50, dated  
20th August 1924.*



## EXCISE.

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### Excise revenue due to Inamdars.

The Excise Commissioner proposes that the amount of excise revenue due on account of an Inam village may be paid to the Inamdar or the principal Vrittidar on his executing an indemnity bond to Government binding himself to pay the shares of the revenue due to the other Vrittidars of the Inam village.

The Excise Commissioner's proposal is approved.

*G. O. No Fl. 289-98—Ex. 93-23-2, dated 17th July 1924.*

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## JUDICIAL.

## Separation of judicial from executive functions.

## EXTENSION OF THE SCHEME TO THE HASSAN DISTRICT.

Though the scheme for the separation of judicial and executive functions was sanctioned as early as May 1918, its introduction into all the districts has had to be postponed on account of financial considerations. The Government have been gradually introducing the scheme in several districts as funds permit. With the introduction of this scheme into the Kolar District last year, the number of districts in which the scheme was introduced came up to five. The Government have decided to introduce the scheme this year into the districts of Hassan and Tumkur and provision for the same has been made in the budget. Order will now be passed to introduce the scheme in Hassan with effect from the 1st of September 1924.

2. Three Special Magistrates' Courts will be established in the district, of which one will be a First Class Magistrate's Court and the other two Courts of a Second Class Magistrate. One or both these Magistrates will later on be invested with first class powers, as circumstances may require. Government have considered the various representations of private persons and local bodies, with regard to the location of the Courts and they have decided that the Court of First Class Magistrate may be located at Hassan and the other two Courts at Hole-Narsipur and Saklespur. The cost of these Courts is as follows:—

Items	Average cost	Actual cost for nine months in the first year
	Rs.	Rs.
Pay of three Magistrates in grade 150— <sup>2</sup> / <sub>5</sub> —250, average cost 212 <sup>2</sup> / <sub>5</sub> .	7,640	4,050
Establishment for one First Class Magistrate's Court	2,112	1,584
Establishment for two Second Class Magistrates' Courts	3,264	2,448
Contingencies for three Courts ...	150	150
Building rent for two Courts (at Saklespur and Hassan) not exceeding Rs. 50 each.	1,200	900
Extra police and lock-up staff ...	3,780	2,835
Total recurring ...	18,146	11,967



Items	Average cost	Actual cost for nine months in the first year
	Rs.	Rs.
Books and furniture non-recurring	2,000	2,000
Total recurring and non-recurring	20,146	13,967
Deduct net savings as shown below	6,456	4,842
Net cost ...	13,690	9,125
The following are savings:— Pay of the three judicial gumastas of the Assistant Commissioner Magistrates including Treasury at Rs. 30 each.	1,080	810
Abolition of District Excise Office	9,240	6,930
	10,320	7,740
Against this set off establishment for Excise work in the Deputy Commissioner's Office and Revenue Sub-Divisions at Rs. 322 per mensem (Deputy Commissioner's Office 45, 35, 25 and one peon 12: Sub-Division Offices 2 (40), 2 (25) and travelling allowance to officials 75).	3,864	2,898
Net savings' ...	6,456	4,842

Sanction is accorded to the entertainment of establishment costing Rs. 5,376 per annum as noted below and to the purchase of furniture and books at a cost not exceeding Rs. 2,000 for the three Courts. The District Magistrate will select competent officials for these new Courts in conformity with the rules of recruitment. The officials selected should be able to join the new appointments in time for starting the work of the new Courts on the date of their opening.

	Annual cost	Cost for line months
<i>First Class Magistrate's Court (1).</i>	Rs.	Rs.
One Head clerk on Rs. 50 per mensem ...	600	450
One Clerk on Rs. 35 per mensem ..	420	315
Two Clerks on Rs. 25 each per mensem ...	600	450
One Daffedar on Rs. 11 per mensem ...	132	99
Three Peons on Rs. 10 each per mensem ...	360	270
Total ...	2,112	1,584
<i>Second Class Magistrates' Courts (2).</i>		
One Head Clerk on Rs. 40 per mensem ...	480	360
One Clerk on Rs. 30 per mensem ...	360	270
One Clerk on Rs. 25 per mensem ...	300	225
One Daffedar on Rs. 11 per mensem ..	132	99
Three Peons on Rs. 10 each per mensem ...	360	270
Total for one Second Class Magistrate's Court	1,632	1,224
Total for two Second Class Magistrates' Courts	3,264	2,448
Grand Total ...	5,376	4,032

The actual cost of the scheme will be met from the provision made for the introduction of the Separation Scheme in Hassan and Tumkur Districts in the current year's budget.

Separate orders will issue about the introduction of the scheme in the Tumkur District.

*G. O. No. Fl. 710-26--Cts. 209-22-19, dated 16th  
August 1924.*



## EDUCATION.

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### The Mysore University.

#### MEDICAL INSPECTION OF STUDENTS.

Government consider that it is very desirable to have a regular Medical Inspection of all the students in the University—both men and women—and are accordingly pleased to sanction the resolution of the Senate.

The scheme of Medical Inspection as approved is appended to this order.

The Registrar, Mysore University, is requested to arrange for necessary action being taken to give effect to the scheme, the cost to be incurred on this account being met from the provision of Rs. 500 made for the purpose in the current year's University Budget.

### APPENDIX.

#### *Scheme of Medical Inspection of students in the Mysore University.*

1. There shall be a regular Medical Examination of all the University students—both men and women.

2. There shall be two examinations held in the case of every scholar, one during the first term of the First Year course and the second during the second term of the Third Year course, before the student leaves the College.

(a) Each time an inspection is held the Medical Officer shall submit a regular report on the results of his inspection to the University ; and

(b) The rate of fee shall be annas eight per head of pupil examined subject to a minimum of Rs. 30 or such other amount as the University Council may from time to time fix.

'Repeat' examinations may in special cases be undertaken in the intervals at the request of the College Authorities.

3. Examinations shall be conducted in suitable rooms in the College premises and during College hours.

4. Examinations shall include investigation regarding the following :—

- (i) Measurement of height, weight, and chest girth.
- (ii) Vision and eye diseases.
- (iii) Ear and any ear diseases.
- (iv) Nose and throat.
- (v) Teeth.
- (vi) The skin.
- (vii) Internal organs (Heart, lungs, spleen, etc).
- (viii) Vaccinated or had small-pox.
- (ix) Any congenital or acquired defects.
- (x) General nutrition.

‘ Repeat ’ examinations may be short and refer to such points as are called for.

5. The examinations shall be conducted by a Medical Officer who is at least of the grade of an Assistant Surgeon or by the Medical Officer connected with the College Hostel.

In the case of women students examinations may be conducted by any Lady Medical Officer of the station and she may be paid a suitable remuneration.

6. The results of the Medical Examination may be recorded in individual forms and kept in the custody of the Medical Officer and the Principal. In the forms the name portion may be perforated so as to be removable after the student leaves the College ; while the information regarding his examination will be available for statistical study.

*G. O. No. 222-4—Edn. 304-23-21, dated 19th July 1924.*

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### **Education cess in the Hassan District.**

#### **PROPOSALS FOR ITS UTILISATION.**

The income from the levy of Education Cess in the Hassan District is estimated at Rs. 45,000 per annum and the amount collected during the year 1923-24 which remains unutilised is stated to aggregate to about Rs. 55,832-8-6. The proposals of the Inspector-General of Education as agreed to by the District Board of Hassan involve an expenditure of Rs. 19,280 per annum recurring and



Rs. 12,950 non-recurring and provide for the following items of educational facilities in the District:—

Item	Extra cost	
	Recur- ring per annum	Non- Recur- ring
	Rs.	Rs.
I. Conversion of Grant-in-aid Primary Schools into Government Institutions.—		
Kannada Boys' Schools ... .. (44)	6,012	7,350
Panchama Boys' Schools .. (1)	147	150
II. Opening of New Schools—		
Kannada Boys' Schools .. .. (23)	4,896	3,550
Hindustani Boys' Schools ... (1)	207	150
Depressed Class Schools ... .. (5)	1,287	750
III. Development of Primary Schools into Incomplete Middle Schools .. .. (4)	1,847	200
IV. Development of Primary or Incomplete Middle Schools into Middle Schools—		
Kannada Boys' Schools .. .. (3)	3,230	600
Hindustani Boys' Schools .. (1)	1,664	200
Total ...	19,280	12,950

The foregoing proposals for the utilisation of the Cess in the Hassan District are sanctioned with the observation that the non-recurring expenditure should be met from the accumulated balance of cess collections of previous years.

Government observe that there is some difference of opinion between the Department and the District Board regarding the proposals for the development of Schools into pukka Middle Schools. The District Board have not accepted the proposals of the Inspector-General of Education to develop the Rural Anglo-Vernacular Schools at Banavar and Yeslurpet and the Hindustani Boys' School at Hassan into pukka Middle Schools. On the other hand, they have proposed that the Incomplete Middle School at Alur and the Primary School at Hettur may be developed into Middle Schools, the extra expenditure in the case of the former being borne by the Municipality.

As regards the Alur School, the Inspector General of Education is requested to take necessary action after consulting the Municipal Council as regards the cost. As regards the development of the Hettur School the Inspector-

General does not support the proposal. In the circumstance the proposal may be deferred.

The District Board have also resolved that the grant of a sum of Rs. 6,000 for Middle Schools out of the Cess Funds be approved for the first year and that as regards the year after, the matter be considered on its merits along with the Budget proposals. Government agree with the Inspector-General that it is not possible for Middle Schools to work on this uncertain and doubtful basis. A Primary or Incomplete Middle School developed into pukka Middle School will have to continue as such in future years and the extra cost in subsequent years should be met from the source to which such extra cost was debited in the first year. With the expansion and development of Primary Education, the need for increased facilities under the Middle School grade of education arises automatically and the responsibility for making adequate provision for meeting the requirements in this direction rests not only with the Government but also with the local bodies concerned. The local bodies will have therefore to devote a portion of their resources intended for expenditure on education, towards meeting the cost of Middle School Education.

*G. O. No. E. 601-04—Edn. 31-22-30, dated 9th August 1924.*

### The Upper Secondary Examination.

#### INTRODUCTION OF THE COMPARTMENTAL SYSTEM.

The Inspector-General of Education considers it desirable to give additional facilities to Upper Secondary candidates by providing for the compartmental system in the Upper Secondary examination and reports that the Local Examination Board are in favour of dividing the subjects prescribed for the Upper Secondary Examination into two groups with rules as follows:—

Group A	Group B
1. 1st language—Kannada Urdu or Sanskrit.	4. Arithmetic and Algebra.
2. 2nd „ —Kannada, Persian, Arabic, English or Sanskrit,	5. Geometry.
3. History and Geography.	6. Physics and Chemistry.



1. Candidates should appear in the first instance for both the groups till they have passed in either of them, after which they can appear for the remaining group. No candidate will be permitted to appear for one compartment unless he has already passed in the other compartment.

2. To pass in A Group only, a candidate should obtain not less than 40 per cent of the maximum marks for the First language and not less than 40 per cent of the total maximum for all the subjects of that Group. (In the case of those who are entitled to exemption from taking English, Sanskrit or Persian as Second Language, on the ground of their having passed the Lower Secondary with *any* of these three as First Language, the Group A will be one of *only 2 subjects* —

(1) First Language and (2) History and Geography.

3. To pass in the B Group only, a candidate should obtain not less than 40 per cent in any one subject of the group and not less than 40 per cent of the total maximum for all the subjects of Group B.

4. The fee for the examination *in each compartment* will be Rs. 3 for teachers and school candidates and Rs. 4 for private candidates.

G. O. No. E. 651-3—Edn. 131-23-6, dated 18th August 1924.

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## AGRICULTURE.

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### Development of Sericulture.

#### INSTITUTION OF SCHOLARSHIPS.

The President, District Board, Bangalore, submits for sanction a copy of the resolution of the District Board proposing to institute five scholarships of Rs. 10 each per month for a period of six months for the study of Sericulture.

The proposal of the District Board is sanctioned.

*G. O. No. L.— 1074-6—L. B. 1-23-34*  
*dated 2nd August 1924.*

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## PUBLIC WORKS.

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### Sanitary Engineering.

#### DEPUTATION OF AN OFFICER FOR FOREIGN TRAINING.

There are no Engineer officers at present in the Mysore Public Works Department who have had special and expert training in Water-Supply and Sanitary Engineering, except Mr. J. Bhore, Chief Engineer.

Government consider it necessary to have in the Department officers equipped with the requisite scientific training to deal with the several important problems and projects connected with water-supply and sanitary engineering and to train one or two officers immediately in this special line of engineering. They are accordingly pleased to direct that Mr. B. R. Garudachar, Officiating Executive Engineer, be selected for foreign training in Sanitary Engineering.

The period of training will be not more than two years. The details of the course and the particular firm in England to which the officer will be attached should be settled by the Chief Engineer in consultation with the Consulting Engineers, Messrs. Rendel Palmer and Tritton, and approval of Government obtained thereto.

Government are pleased to convey sanction to the cost of deputation which is estimated at £1,380 for two years' course.

The conditions of deputation will be regulated generally in accordance with para 40 of G. O. No. 11121-94—Edn. 5-19-119, dated 25th May 1920.

The officer will be entitled to privilege leave at his credit and the period of deputation will be treated as furlough on half pay plus a sum of £200 per annum and other charges as detailed above.

The Chief Engineer is requested to have an agreement taken from the officer binding himself to serve the Mysore Government for a period of not less than five years after his return from training and in default to pay to Government the full expenditure incurred by Government on his account. The officer should also be required to submit a monthly diary of his work to the Chief Engineer during his period of deputation.

*G. O. No. P. W. 560, dated 8th August 1924.*

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## MISCELLANEOUS.

### Season and Crop Report for 1922-23.

#### GOVERNMENT REVIEW.

The average rainfall for the State was 34.05 as against 37.63 inches during last year, the decrease of 3.58 inches being shared by all the Districts except Bangalore where there was a slight increase. The Mungar rains were timely and fairly distributed all over the State. In parts of the Kolar District, the holding off of the September rains created a certain amount of anxiety but there was heavy rainfall early in October which eased the situation.

A noteworthy feature of the year is the increase of the area taken up for cultivation during the year. This was due in a large measure to the special arrangements made by Government to expedite the disposal of lands available for cultivation and to provide suitable lands from Date reserves and Amrit Mahal Kavals in areas where a sufficient extent of land was not available. The area relinquished during the year was 22,143 acres as against 20,676 acres in the previous year. The total area under occupation was 79,03,994 acres as against 78,44,021 last year.

The expansion or contraction in the area under cultivation of some of the principal crops during the year 1922-23 as compared with 1921-22 is shown below:—

Crops			1922-23	1921-22
			Acres	Acres
Rice	..	..	707,509	714,720
Ragi	..	..	2,229,953	2,203,124
Jola	..	..	689,702	678,121
Sugarcane	..	..	37,922	32,345
Cotton	..	..	83,120	56,669
Horsegram	..	..	714,698	714,793.



It is satisfactory to note that the areas under ragi, jola, sugarcane and cotton showed substantial increase. The area under sugarcane increased by nearly 5,577 acres and that under cotton by 26,451 acres. The outturn of crops was however slightly less than in the previous year.

*Revision of the Standard Rates.*—The question of revising the existing system of determining standard rates of produce with a view to ensure greater accuracy is engaging the active consideration of Government.

The following two tables give statistics relating to the export and import trade in food grains of the State and the fluctuations in the average retail prices of the three most important staple food grains during the past five years:—

i. Value of exports and imports (in lakhs of rupees).

Description	1922-23	1921-22	1920-21	1919-20	1918-19
Exports of food grains..	420	411	408	408	384
Imports .. ..	375	317	331	354	320

ii. Prices of important staple food grains in the State. (In terms of seers per rupee).

Description	1922-23	1921-22	1920-21	1919-20	1918-19
Rice .. ..	5·00	4·75	4·70	4·31	4·36
Ragi .. ..	10·10	9·00	9·23	7·7	8·42
Jola .. ..	8·06	7·71	7·70	6·78	5·85

It will be seen that there was a slight fall in prices of the principal food-stuffs.

There was a decline in the export of raw materials such as silk, cotton and wool counter-balanced by an increased export of finished goods, thus showing an increased consumption of raw materials in the State in the production of manufactured goods.

G. O. No. I. C. 391-449—*Sts.* 41-23-10, dated 19th July 1924.

**Resident Members of the Assembly and the Council.****GRANT OF DAILY ALLOWANCES.**

The rules now regulating the grant of travelling allowances to the members of the Representative Assembly and the Legislative Council and the several committees of those bodies do not provide for the grant of any allowance to the non-official members who reside at the place of the meeting. It has been brought to the notice of Government that this involves hardship as the attendance of such members is likely to involve them in some expenditure. Government therefore accept the recommendation of the Finance and Taxation Committee and direct that resident members be given hereafter daily allowances for each day of meeting at the same rates as the non-resident non-official members.

The extra cost during the current year will be met by an additional appropriation for which a supplementary demand will be submitted to the Legislative Council in due course.

*G. O. No. P. 604-13—R. A. 5- 24, dated 6th August 1924.*

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*PART II.—Reviews of important reports, books and, publications issued by the Government Departments (Mysore).*

**Joint Stock Companies in Mysore.**

The publication of the annual report on the working of companies dealing with various activities in the State affords an occasion for reviewing its business capabilities as well as the progress made in the direction of developing its trade and industries. The report on the working of joint-stock companies in Mysore for the year 1922-23 has recently been published and it contains some interesting particulars to which attention may usefully be invited. The number of public companies registered during the year was 5, of which one was floated in the Mysore City and the remaining four in the Bangalore city. All the five companies registered are purely Indian and the following statement shows the number and capital of each class:—

Classification	Number of companies registered	Aggregate authorised capital in lakhs
Banking .. .. .	1	0.1
Life Insurance .. .. .	2	15.0
Printing, Publishing and Stationery ..	1	1.0
Tabacco (cigars, etc.) .. .. .	1	5.0
Total ..	5	21.1

The number on the rolls of companies limited by guarantee was 19. One company limited by shares (The Sri Rama Tile Works, Ltd.) went into voluntary liquidation, the total number of such companies working at the close of the year being 112. The number of institutions registered under the Societies Registration Regulation was 27, bringing the total number of such institutions working at the

end of the year to 103. The number of companies established outside Mysore but working in the State was 24 at the beginning of the year and two companies, namely, the Great Eastern Assurance Company, Ltd., and the United Planters' Association of Southern India were registered during the year under report. The total authorised, subscribed and paid-up capital of all Joint-stock companies at the end of the year was respectively Rs. 853·90 lakhs, 235·69 lakhs and Rs. 166·09 lakhs. The total paid-up capital is distributed as follows :—

Banking, Loan and Insurance	..	..	45·33 lakhs
Transit and Transport	..	..	7·08 „
Trading and Manufacturing	..	..	16·77 „
Mills and Presses	..	..	84·87 „
Mining and Quarrying	..	..	11·66 „
Estate, Land and Building	..	..	·001 „
Hotels, Theatres and Entertainments	..	..	·32 „
Others	..	..	·06 „
Total			Rs. 166·09 lakhs,

The number of persons holding Auditors' certificates at the end of the year was 21 of which 19 were temporary and for 2 years only and the remaining two permanent. The receipts of the Department amounted to Rs. 4,855 as against Rs. 5,450 in the year preceding, while the total expenditure during the year was Rs. 2,921 including refunds to the extent of Rs. 935. The report records the fact that the persons entrusted with the management of many of the companies have not yet fully understood their duties under the Mysore Companies Regulation, although latterly there has been some improvement. As joint-stock enterprise is still in its infancy in the State, every opportunity is taken to give them proper guidance so that they may not violate the provisions of the Regulation.

#### Digest of Cases.

Some years ago, a Consolidated Digest of cases decided by the Chief Court of Mysore from 1878 to 1916 was published, and a Supplement has now been issued covering the period 1917-1923. A guide to the case law of Mysore is very essential and the digest will be welcomed by the legal profession, the Judicial officers and the general student of law. The Supplement is priced at Rs. 3 a copy.



*PART III—Extracts.***E D U C A T I O N .****Baroda's Educational Progress.**

We take the following from the annual administration report of the Education Department of the Baroda State for the year 1921-22:--The number of educational institutions rose from 2,797 to 2,814 and the number of pupils from 198,816 to 203,965 during the year under report, and the Government note with gratification, the increase in the number of pupils. This increase is attributed to the additional facilities afforded to the public by opening new institutions, strict supervision in the enforcement of the Compulsory Education Act and favourable conditions due to good harvest and the absence of epidemics. The percentage of boys and girls attending schools was 85.9 and 50.5 respectively, of the total number of children of school-going age. The percentage of school-going children to the total population was 9.6.

The total expenditure of the department amounted to Rs. 29,43,403-13-2 against Rs. 25,42,031-8-4 in the preceding year, while the total receipts amounted to Rs. 1,71,034 against Rs. 1,59,670 in the preceding year. The net expenditure on English education amounted to Rs. 4,39,388 during the year, bringing the net average cost of educating each pupil to Rs. 36-13-11. The net expenditure on vernacular education amounted to Rs. 21,65,295 against Rs. 17,93,608 of the previous year, bringing the average cost of educating each pupil to Rs. 11-5-1. The cost of inspection and administration amounted to Rs. 1,30,244 against Rs. 4,49,513 of the preceding year, the decrease being due to the amalgamation of the two divisions of the Baroda District. The net cost of educating each pupil at the College, Baroda came to Rs. 269 against Rs. 281 in the previous year, the increase in the number of students by over fifty having brought down the cost. The expenses on all the training institutions for men amounted

to Rs. 1,10,223 and that on those for women to Rs. 26,742, indicating an average cost of training each pupil at Rs. 245 for men and Rs. 318 for women. The total expenditure on the Boy Scout Organization by the Government, apart from public donations came to Rs. 18,548.

The number of secondary schools decreased from 69 to 64 and the total number of students learning English was 13,463 including 330 girls. The total number of vernacular institutions came up to 2,748 showing an increase of twenty-three over the previous year. The total number of pupils increased from 1,86,611 to 1,91,402. There were one training college at Baroda giving the full course at Baroda and three classes at the district head-quarters providing one year's course, where 449 men teachers were under training, eighty-four women were under training at the Training College for Women, at Baroda. The "Kalabhavan" College of Technology at Baroda had 470 students showing an increase of 110 students. The Government note with pleasure the increase in the number of Baroda State students from 85 to 150.

The number of Urdu schools was 124 including 28 for girls. The total number of Mahomedan children receiving education was 15,923 showing an increase of about 2,000 students. The students of the four Kaliparaj Boarding Schools showed such satisfactory progress in their study, manners and habits that it was thought advantageous to bring them in touch with the students of other communities by combining the boarding schools with the day schools at Vyara, Songadh and Mahauva. There were 221 schools for the Antyaj (untouchable) boys and girls and the total number of Antyaj children receiving vernacular education was nearly 13,000. Four boarding schools, one in each district, providing free board, lodging and clothing, were also maintained.



## FOREST.

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### Fodder Reserves in Bombay.

#### A NEW SCHEME TO PROVIDE AGAINST FAMINE.

Among the problems with which Government are faced is the one of providing forage for cattle in times of fodder scarcity and famine, says a Press Note issued by the Bombay Government. This question has received very careful attention in the past, both in the way of establishing fodder depots with schemes of distribution and in the carrying out of experiments in the use of new food, such as cactus. It is now thought however, that the time has come when the existing arrangements should be further developed and to this end Government are now proposing their considerable enlargement.

As is well known, in times of scarcity the agriculturist rapidly rids himself of many of the superfluous cattle to be seen in every village either by sending them to be grazed in more fortunate areas or by selling them off, but he must retain the more valuable stock, the minimum number of animals necessary for his agricultural and domestic purposes. These animals must be kept alive and this can only be done by the creation of fodder reserves with the necessary machinery of distribution.

#### PRESENT SCHEME INADEQUATE

The present scheme of fodder reserves against scarcity or famine is as follows:—To meet the needs of the Northern Division and Kathiawar, jungle grass is stored at (i) Nawapur depot on the Tapti Valley Railway, 2,75 lakhs of pounds of grass; (ii) Palghar, Kelva Road, Dobad and Godhra depots, 3,00 lakhs of pounds of grass, and in addition birs are let out in various parts of the Northern Division on condition that in famine years grass is supplied by the contractors at fixed prices.

For the use of the Deccan and Southern Maharatta country, kadbi, jowar fodder, is to be stored at (i) Karalgi (Dharwar District), 1,35 lakhs of pounds. (ii) Kopargaon (Ahmednagar District), 5 lakhs of pounds.

These arrangements have not been found adequate in the case of the Deccan and the Southern Maharatta Country and therefore in times of famine, the Districts of the Eastern Deccan, which are very susceptible to fodder scarcity, have to draw upon the Nawapur depots. Apart from the long haulage involved, this has a double disadvantage, it reduces the quantity of grass available for the Gujarat districts and Kathiawar and it only provides the kadbi eating Deccan cattle with a strange and unpalatable food. It is remarkable how Indian cattle will refuse food to which they are unaccustomed even when almost starving. The Gujarat and Kathiawar cattle are, however, accustomed to grass fodder, and in consequence it is now proposed to continue the existing arrangements in the Northern Division and to concentrate for the present upon the expansion of the kadbi storage scheme in the Deccan and the Southern Mahratta Country.

#### PROVISION STORAGE DEPOTS.

Put briefly, the proposed scheme is to provide storage depots under the direct control of the district officers in selected taluka headquarters in the tracts most likely to be affected by famine, and to keep these depots stocked with kadbi by means of contractors, who will buy kadbi in normal years and maintain in store a prescribed quantity to be delivered to Government at a fixed price in times of scarcity. To avoid depreciation of the stored kadbi the contract will be made to provide for the sale of one-third of the stock every year after the first three years as, although properly stocked kadbi will keep in good condition for four years at least, it is necessary to arrange for the complete renewal of the stock every three or four years. Then in times of scarcity there will be in existence easily accessible stores of fodder, which can be utilised to keep alive and in good condition, the irreducible minimum number of cattle indispensable for the agriculturist's domestic and agricultural requirements.

When the depots are established in the heart of the kadbi growing localities, storage and transport problem will be easy to solve and the kadbi will be stored in its natural



state, the stacks being covered in with black soil thus doing away with the necessity for large godowns. Where, however, long haulage is involved, it becomes important to reduce the kadbi to its lowest bulk before transportation commences and to this end shredding and baling plants will need to be set up. One has been established at Karajgi in the Dharwar District and next season it will be possible to gather from the results of its working, data which will give definite information as to the cost, etc., of the shredding and baling operations.

Difficulties of detail will no doubt arise ; kadbi commands different prices in the various districts, communication facilities are not the same and it may be hard to arrange the terms of the contracts to be made with the agents who undertake to supply the fodder. These difficulties, however, should not be unsurmountable and Government will be glad to consider any suggestions which may be made by persons who are likely to be able give practical assistance.

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## LOCAL SELF-GOVERNMENT.

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### Local and Municipal Administration.

#### United Provinces.

The most important event of the year 1922-23 was the passage into law of the United Provinces District Boards Act, 1922, which, coming into force on the 1st of February 1923, brought into existence boards of a type differing widely from their predecessors and closely resembling the municipal boards established by the United Provinces Municipalities Act, 1916, upon which enactment indeed the later measure was in many respects closely modelled. The driving power of the old boards was mainly supplied by the district officer and his assistants, who also to a great extent shaped and controlled their policy under the close supervision of the Government. In the new boards the official element has almost disappeared; and the Government's power of directly intervening in the administration of a board is in certain respects even more closely circumscribed than in the case of a municipal board. In one important matter, the new boards enjoy less independence than their municipal compeers; most of the funds at their disposal are derived either from the local rate or from Government subventions; and though they have now the power to enhance the percentage at which the local rate is levied and also to impose a tax on circumstances and property, they have much less power to regulate their income than has a municipal board.

Evidence of the lack of vitality which was the most serious defect of the boards of the old regime is furnished by the large increase in the proportion of meetings which proved abortive for want of a quorum. Although the number of board meetings fell from 914 to 886, those at which quorum was not present increased from 110 to 127. In some districts, the evil reached serious dimensions; in Kheri, for instance, at 12 out of 27 meetings no business



could be transacted for lack of a quorum, and each non-official member attended on the average only 10·31 per cent. of the meetings.

The following statement is intended to indicate the relative growth of income and expenditure since 1918—19 and also during the past two years:—

	1918—19	1921—22	1922—23
Provincial rates ..	67·92	71·55	71·84
Other sources, excluding Government grants ..	27·42	28·92	29·06
Total excluding Government grants ..	95·34	100·47	100·90
Government grants ..	30·54	68·68	54·68
Total income ..	125·88	169·15	155·58
Total expenditure ..	109·83	183·41	152·52
Surplus or deficit ..	+16·05	—14·26	—26·94

It will be observed in the first place that the modest annual surplus of 1918-19 was by 1922-23 converted into the heavy deficit of 27 lakhs. To some extent this deficit is only apparent, being caused by capital expenditure debitable to the balances of Government grants given for that purpose in previous years, and also by a temporary reduction in the amounts granted by Government for educational purposes. None the less there is unfortunately reason to suppose that boards are now spending a great deal more than they receive. The figures also illustrate the relative inelasticity of the income received by boards from sources other than the Government. Since 1918-19 the increase in such income amounted to only 5·8 per cent. Lastly, in spite of an enormous increase in the amounts provided by the Government, the proportion of Government grants to total expenditure was almost the same in 1922-23 as it had been in 1918-19, the actual percentages being 30 in 1922-23 and 28 in 1918-19.

The aggregate income of the year fell by 13·92 lakhs from 170·52 to 156·60 lakhs.

The total expenditure fell by 1·09 lakhs from 184·65 to 183·56 lakhs.

The accounts of most of the boards were reported to be satisfactorily maintained. Unfavourable reports were received from Farrukhabad, Bahraich and Bara Banki, while in Bareilly the accounts were described as having

gone from bad to worse owing to the inefficiency of the staff.

The year was one of advance in primary education. Expenditure on all kinds of primary schools met from Provincial revenues and from district board funds rose from Rs. 55,28,335 to Rs. 57,68,148, including Rs. 41,97,911 and Rs. 43,67,790 respectively met from Provincial revenues. The number of district board institutions increased by 238 and the enrolment by 30,339. Some progress was made with the education of the depressed classes in spite of the apathy on the part of conservatives among the higher castes.

In January 1923 the Provincial Government increased its contributions to the district boards to enable them to raise the grants given to aided primary schools to Rs. 10 per mens m. There is some hope that the increased grants-in-aid now being given may improve these schools, which are still reported to be poorly housed and equipped. Their number rose in the year 1922-23 from 2,418 to 2,602 and the number of scholars reading in them from 74,349 to 82,270.

District board dispensaries are staffed by officers of the two Government services, the Provincial Medical Service and the Provincial Subordinate Medical Service. The pay of an officer of the latter service, when employed by a district board, is met wholly by the board. The Government having decided that the pay of the Provincial Subordinate Medical Service must be revised with effect from the beginning of the year under review, but recognising that boards could not immediately be expected to make arrangements to meet the extra cost, made grants to cover that cost during the year under review, at the same time intimating that similar assistance would not be given in future years.

Outside the district of Gorakhpur and Basti, where steps of a special nature were taken, the boards of the province spent on sanitation half a lakh less than in the preceding year, the actual figures for the two years being Rs. 77,854 and Rs. 1,28,582. This tendency to a decrease of sanitation charges has been visible for several years; and five years ago more than twice as much was spent under this head. It is evident that the problem of improving the health of the rural population has not yet been approached from the right side. The marked drop



in the expenditure undertaken in the year under review suggests that boards despair of effecting material results by the methods employed hitherto. In any case, the explanation is not financial, or not entirely so, for boards were even less successful than in previous years in spending the modest allotments made to them by the Board of Public Health. The outlook would be gloomy were it not for the fresh ground which has recently been broken into new and promising directions. With one of these, the Hygiene Publicity Campaign, district boards have no direct connection. The aim of the campaign is to educate the people in all matters affecting their health, but being organised on a provincial basis the campaign is mainly conducted in towns and its energies cannot be dissipated among small audiences in the rural areas. The importance of the campaign to district boards lies rather in the example which it sets them. The provincial campaign needs to be supplemented by a local campaign organised in each district. But hitherto no board has possessed any agency through which it could conduct an educative campaign or indeed make any general and sustained effort to improve the health of the rural population. The realisation of this need led the Director of Public Health in the course of the year to formulate the scheme known as the District Health Scheme, under which the board of every district, to which the scheme is applied, employs a medical officer of health, an assistant and some sanitary inspectors. Among the duties of this staff are the control of epidemics, the supervision of vaccination, the inspection of villages with a view to devising simple measures designed to prevent disease, the inspection of schools and students, and the education of the people by lectures and demonstrations given in villages and schools and at fairs and other gatherings. The initiation of this scheme in the year under review in the district of Gorakhpur and Basti may prove to be the beginning of a notable chapter in the history of the prevention of disease in this province. It is too early to speak of the results which may be looked for, but the experiment may fairly be described as the first systematic attempt made to grapple with the problems of public health in the rural areas of the provinces.

The capital outlay on road was 4.31 lakhs as compared with 4.07 lakhs in the previous year. In some district an appreciable portion of this expenditure was met from

private contributions. Of recent years boards have been quite unable to keep pace with the raising cost of maintaining their roads, particularly their metalled roads, a mile of which now costs nearly twice as much as it did a few years ago. The resulting deterioration of local metalled roads is very marked; the process has continued and many roads are breaking up. Unless boards are prepared to impose additional taxation, which at present they can, it would seem that their wisest course is to cut down their metalled mileage by allowing the less important roads to relapse into the unmetalled condition. They would then be able to make adequate allotments for the upkeep of the remaining metalled roads. The close of the year marked the end of a long chapter in the development of local self-government in the rural areas. The old type of board served its purpose well.

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## MISCELLANEOUS.

### Cochin Finances.

#### MEMORANDUM EXPLAINING THE FINANCIAL STATEMENT FOR THE YEAR 1100 M. E.

*August 1924—25.*

#### BUDGET ESTIMATE FOR 1100.

The budget estimate of receipts under service heads for 1100 (August 1924—25) amounts to Rs. 68,56,200 as against the budget estimate of Rs. 70,61,100 for 1099 and the revised estimate of Rs. 70,32,400. The total expenditure estimated for the year is Rs. 71,28,300 as against the budget and revised estimates for 1099 of Rs. 67,42,300 and Rs. 66,79,400 respectively. The transactions of the year under service heads are expected to result in a deficit of Rs. 2,72,100.

*Receipts.*—The total anticipated revenue shows a decrease of Rs. 1,76,200 when compared with the revised estimate for 1099. The most noteworthy decrease is under 'Salt' (Rs. 1,00,500) due to the reduction of the duty on salt. Under 'Customs,' only the normal revenue of Rs. 5,00,000 is provided for as against the revised estimate of Rs. 5,46,000. Under 'Stamps' and 'Interest,' decreases in revenue of Rs. 24,300 and Rs. 15,100 respectively are anticipated as compared with the revised estimate since their increase during the year was due to some special circumstances. A decrease of a lakh of rupees under 'Land Revenue' as compared with the budget estimate of 1099 under current collections is anticipated on account of damages to crops by the recent floods.

Against these decreases, no appreciable increase as compared with the revised estimate is expected under any

head except 'Scientific, etc., Departments' from which an increase in revenue of Rs. 19,703 is anticipated on account of the outturn expected from the Potteries. 'Forests' also are expected to give a slight increase in revenue of Rs. 9,900.

*Expenditure.*—The total anticipated expenditure under all service heads for 1100 is Rs. 71,28,300 as against Rs. 67,42,300 the budget and Rs. 66,79,400 the revised estimates for 1099. Compared with the revised estimate, the increases are mainly under 'Public Works' (Rs. 2,84,800), 'Education' (Rs. 1,28,200), 'Railway' (Rs. 85,700), 'Agriculture and Panchayets' (Rs. 20,700), 'Medical' (Rs. 16,400) and 'General Administration' (Rs. 12,300). The increase under 'Public Works' is mainly due to the provision made for the construction of buildings for a First Grade College and the duplication of the Water Works Machinery while that under 'Education' is due to the special provision made for equipping the First Grade College, the progressive increments to teachers and the opening of new classes. Under 'Railway,' the usual provision of Rs. 9,00,000 is made. An increase of Rs. 20,700 over the revised estimate is provided under 'Agriculture and Panchayets' mainly due to the increased contribution to Panchayets. 'Medical' provides an increase of Rs. 16,400 chiefly for increased supply of medicines, larger staff and for improvement of the Lunatic Asylum. The increase under 'General Administration' is made chiefly for meeting the expenses in connection with the Legislative Council. As against the budget estimate for 1099 of Rs. 92,100 under '31—Miscellaneous,' the budget for 1100 is estimated at Rs. 1,55,300, the increase being due to the provision of Rs. 50,000 for payment of damages to the flood victims. No proper estimates of the damages to the Railway and Tramway caused by the floods can now be made and it is possible therefore that the figures under these heads may have to undergo considerable alteration.

Against these, the only head which shows a substantial decrease in expenditure is 'Land Revenue' (Rs. 28,700) due to the fact that the increase in the revised estimate was mainly on account of the grant of leave allowance, etc. 'Tramway' also shows a decrease of Rs. 10,000 as the increase in the revised estimate was due to special causes.



*Municipal Fund.*—The provision under 'Sanitation and Conservancy' includes a grant of Rs. 25,369 to Municipal Councils which is distributed as shown below.—

		Rs.
Ernakulam	...	17,500
Trichur	..	7,869
Total	..	<u>25,369</u>

*Opening and closing balances.*—The budget year 1100 is expected to open with a cash balance of Rs. 14,20,398 and to close with a cash balance of Rs. 8,62,098. At the end of 1100 the State's accumulated savings after providing for all existing liabilities, (excepting for the flood damages to the Railway and Tramway) are expected to be Rs. 31,12,606.

### Travancore Finances.

#### FINANCIAL SECRETARY'S STATEMENT IN PRESENTING THE STATE BUDGET FOR 1,100 TO THE LOCAL COUNCIL.

#### *Extracts.*

#### ESTIMATES OF REVENUE AND EXPENDITURE.

Now, to proceed to the consideration of the estimates themselves, our forecasts of revenue and expenditure for the current and the next year, according to the preliminary issue of the budget were as follows :—

	Revised Estimate.	Budget Estimate.
	1099.	1100.
Revenue	200.52	198.19
Expenditure	197.03	196.33
Surplus	<u>3.49</u>	<u>1.86</u>

These forecasts were made on the basis of the actual receipts and expenditure of the first nine months of the current year, and as revenue and expenditure were progressing normally, there is every reason to believe that they would have been fully justified, but for the unhappy events which have recently intervened. Now, with the

modifications I have enumerated above, the revised estimate of the current year and the budget estimate of the ensuing year will work out as follows:—

	Revised Estimate.	Budget Estimate.
	1099.	1100.
Revenue	.. 200.52	198.19
Expenditure	.. 197.03	198.98
	<hr/>	<hr/>
Surplus + or		
Deficit—	.. +3.49	—79

#### REVENUE FOR THE CURRENT YEAR.

In submitting these estimates to the House, I am aware—and I have already admitted—that they are in a great measure uncertain. Although the revised estimates anticipate a revenue of Rs. 200.52 lakhs, it is unlikely that this amount will be realised; but in the absence of definite data, I have not ventured to make any alterations in the estimate. Expenditure also will be somewhat higher, owing to the additional amounts sanctioned for relief measures. Consequently, this year will probably end in a deficit instead of the substantial surplus which we had anticipated. The estimates of revenue being thus somewhat uncertain, I do not propose to examine them in detail. I have, however, to refer to one or two matters of special interest. As we had anticipated, salt duty was brought down by the Government of India to the old rate of Rs. 1—4—0 per maund, but this has not affected our receipts under that head, as we had estimated at the higher rate of duty only for the first six and a half months of the current year. Our receipts under Railways are somewhat gratifying. In the budget estimate of the current year, we had provided a sum of Rs. 1 lakh as the amount which we would probably have to pay to the South Indian Railway on account of the loss in the working of the railway; but instead of a loss we are going to receive a sum of nearly Rs.  $\frac{1}{2}$  lakh as our share of the net surplus of the year. From the statement of account for the year ended 31st March 1924, received from the Chief Auditor, South Indian Railway Company, it is seen that, while the gross receipts of the entire Travancore Railway including the British Section for the year remained practically stationary, there was an appreciable reduction in working expenses and interest charges. The saving under the latter was due to the fact that the interest charges came down owing to the renewal of the debentures at a lower



rate of interest. The bulk of these debentures now bears interest only at 4 per cent per annum as against 6 per cent previously.

#### EXPENDITURE OF THE CURRENT YEAR.

Coming to the expenditure of the current year, we are on surer ground as no expenditure can be incurred without specific provision of funds. We budgetted for a total expenditure of Rs. 198.60 lakhs ; but according to the revised estimate, we expect to spend only Rs. 197.03 lakhs. This estimate is not likely to be very materially altered. We had provided a sum of Rs. 2,69,200 for leave allowances in the budget of the current year. It is seen that practically the entire amount will lapse. On the other hand, we have given additional grants to the extent of Rs. 2,06,200 under non-votable and Rs. 2,52,100 under votable heads. Under Forests, the actual expenditure is expected to be about Rs.  $\frac{3}{4}$  lakh less than the budget, the saving being mainly under Conservancy and Works due to less sales of timber and the consequent smaller amount of Kotivila paid. A sum of Rs. 1 lakh was, as usual, provided for His Highness the Maharaja's tours outside the State. The whole of this provision will be saved. Under Education, the expenditure will be nearly Rs. 1 lakh below the original estimate. The bulk of this is under leave allowances. Under Devaswoms, an expenditure of Rs. 7.61 lakhs was provided for over and above the usual contribution of Rs. 16 lakhs to the Devaswom Fund ; but the actual expenditure is expected to be Rs. .66 lakh more owing to the fact that the expenditure on account of the Murajapam ceremony is expected to amount to Rs. 4.30 lakhs as against the budget provision of Rs. 3.70 lakhs. The expenditure on Public Works will be about Rs. 1.18 lakhs in excess of the budget. This is due to the grant of additional funds for means of communication in the northern taluk of the State, for the construction of the Palace at Delhi and for the survey of a Railway line from Trivandrum to Nagara oil.

#### ESTIMATES FOR NEXT YEAR.

The budget estimate of 1100 is prepared for a revenue of Rs. 198.19 lakhs and an expenditure of Rs. 198.98 lakhs, leaving a deficit of Rs. .79 lakh. Here also, as the Council will no doubt tell me the actual revenue may fall short of expectations. But as we are really groping in the dark

regarding the effects of the flood on our revenue next year, I have not attempted a revision of the estimates already prepared. Suffice it to say, that in all probability, the expected revenue may not be fully realised, while the expenditure we may have to incur may also be larger than we have provided for, with the result that the deficit of the year may be much larger than we now contemplate. The uncertainty of our revenues next year renders it unnecessary to give any explanation of the details of the estimates; but I would refer to the estimates under two major heads, *viz.*, Excise and Railways. Our estimate under the former is Rs. .88 lakh in excess of the revised estimate for the current year. This is due to the introduction of the independent shop system in the taluks of Vaikam, Shertallai, Kunnatunad and Parur from the beginning of the next year, in place of the farming system which now prevails in those taluks. Under Railways, we are estimating a net income of Rs. 1 lakh. Although the net surplus from this source this year is less than Rs.  $\frac{1}{2}$  a lakh, it has to be mentioned that while the first half year of 1923-24 ended in a deficit of Rs. .93 lakh, there was a net gain of Rs. 1.33 lakhs in the second half year. If this improvement is maintained, our share of the net surplus next year ought to amount to over Rs.  $2\frac{1}{2}$  lakhs. But I have put down only a receipt of Rs. 1 lakh under this head.

For next year, we are budgetting for an expenditure of Rs. 198.98 lakhs or Rs. 1.95 lakhs in excess of the revised estimate of the current year. The real increase, however, is Rs. 6.25 lakhs if we take into consideration the extraordinary expenditure of Rs. 4.30 lakhs incurred in the current year on account of the Murajapam. The estimate, besides making full provision for the normal requirements of departments and Rs. 3 lakhs for the special expenditure in connection with the floods, includes a sum of Rs. 1,62,709 on account of various departmental schemes proposed to be introduced in the next year. The number of such new items originally provided was 69; but as I have stated earlier in my specials, a few of them which are not of an urgent character have been omitted. There is, however, one scheme for which the Government would have liked to make some provision in the next year's budget. I refer to the scheme of water-supply to the Town of Trivandrum. The full scheme as submitted by the late Assistant Engineer Mr. Bannerjea was estimated to cost



nearly Rs. 55 lakhs. A modified scheme with a more restricted scope has now been submitted by the Chief Engineer, the cost of which will be only about Rs. 13½ lakhs. The scheme has not yet been examined by the Government and so no provision is made for it in the budget. But the Government hope to consider and pass final orders on the subject early next year; and if it is decided to proceed with the scheme, the necessary funds will be asked to be voted at a future session of the Council.

#### ITEMS OF SPECIAL INTEREST.

I shall now briefly deal with the items in the budget estimate which call for special comment. Under Forests, a sum of Rs. 60 lakhs is provided in excess of the revised estimate. This is intended to be spent on conservancy and works in order to realise the budgetted revenue. The additional expenditure will be all the more necessary as it is likely that we may have to replenish our stock in the depots, a portion of which may have been washed away by the floods. The expenditure on Education is expected to be Rs. 2½ lakhs in excess of the current year's expenditure. This brings up our educational expenditure to Rs. 39 lakhs, which is about 20 per cent of our entire annual income. The increased expenditure of Rs. 2½ lakhs is chiefly due to the following causes:—

(a) Nearly Rs. ½ lakh is on account of the bifurcation of His Highness the Maharaja's College into two Colleges, one for Science and the other for Arts. The Council is aware of the circumstances which necessitated this step, and they were clearly set forth in the Government Order on the subject.

(b) Increase of about Rs. 1.26 lakhs is provided under English and Vernacular school Education, chiefly on account of the appointment of the additional teachers consequent on the increase in the number of classes and divisions of classes.

(c) Under grants-in-aid, there is an excess of nearly Rs. ½ lakh. It may be pointed out that out of the total allotment of Rs. 8.07 lakhs under grants, Rs. .45 lakh is for compensating private school managers for the fee concessions which may be allowed by them to the depressed and educationally backward classes.

**Bombay Corporation Finances.****RETRENCHMENT PROPOSALS.**

Sir M. Visvesvaraya, K.C.I.E., who was appointed by the Corporation of Bombay to make recommendations with a view to effecting retrenchments in the various departments of the Municipality has submitted his preliminary report. He carried on investigations into the whole administration of the Municipality in consultation with the Retrenchment Committee and the Executive.

In a chapter entitled "Scope for retrenchment and economies" Sir M. Visvesvaraya says:

Reduction in yearly expenditure can be effected in two ways, namely, by (1) retrenchment in Administrative charges and (2) restricting Loan charges. The budgetted revenue expenditure for 1924-25 amounts to Rs. 310.92 lakhs made up of four heads, namely:

Statutory contributions and other obligatory payments; expenditure in departments in which little or no savings are expected, expenditure in departments in which retrenchments are possible, and Loan charges and contribution to City Improvement Trust (Development Works).

Under the first head come charges which, for one reason or another, are obligatory and should be excluded from the scope of the retrenchment operations. They include statutory contribution to hospitals, Town Duty Commission, annual contribution to Port Trust roads, expenditure on Provident Fund, grants in aid of public medical institutions, grants to aided educational institutions, contribution to Fire Insurance Fund and pensions and gratuities.

The third head comprises the expenditure in departments in which retrenchments are possible. Of a total of Rs. 134.54 lakhs, the Engineering Departments account for Rs. 62.09 lakhs and the Health Department for Rs. 55.52 lakhs. In 1913-14 the expenditure under Engineering was Rs. 29.38 lakhs and under Health Rs. 22.40 lakhs, showing that during the past eleven years the expenditure in these two departments alone has increased from Rs. 51.78 lakhs to Rs. 117.71 lakhs, that is, by nearly Rs. 66 lakhs, or 128 per cent.

The complaint that the Engineering establishments are greatly swollen seems to be partly due to the capital



account works. These establishments will, it is presumed, be automatically reduced when the development projects are completed or curtailed.

For the purpose of ascertaining the scope for retrenchment, reports and statements have been obtained from all the departments of the Corporation. The heads of departments were also interviewed. If a determined effort is made, it is possible to effect retrenchments to the extent of about 10 per cent. on the yearly outlay of Rs. 134.54 lakhs. This will mean a saving of Rs. 12 to 15 lakhs per annum. The figures are subject to correction after the individual departments are inspected and details of worknig fully examined.

### HEAVY LOAN CHARGES.

The scope for economies in ordinary reveaue expenditure is thus very limited. It is the growing capital expenditure that is rapidly increasing the yearly debt and helping to swell the loan charges, and otherwise threatening to cause financial embarrassment. Every crore of loan raised means an addition of Rs. 7,78,000 (or roughly  $7\frac{3}{4}$  lakhs) to the yearly expenditure under sinking fund and interest, in other words, to the loan charges. According to the budget for 1924-25 the total charges borne by the City on account of improvement and development works, including the yearly contribution to the City Improvement Trust, amount to Rs. 132.83 lakhs, or 43 per cent. of the total expenditure of the year. This huge expenditure to which the Corporation is already committed is not diminishing but growing at a rapid rate, and this is the real weak point in the financial situation.

The loan charges depend on a variety of factors, some known, others uncertain, some due to past commitments, others dependent on the future policy of the Corporation. I have spent much time and effort, and appealed to all the officers concerned for help, in building up a reliable programme of debt and loan charges for the future. But the necessary data on which a reliable forecast can be based are wanting.

The gross debt, at the beginning of the current official year, stood at Rs. 14.43 crores. The further capital expenditure required to complete the works estimates for which are included in the budget, will be Rs. 8.42 crores.

The drainage scheme is expected to cost Rs.  $2\frac{1}{2}$  to 4 crores more and there is the usual capital expenditure for extensions and improvements to the city services, which in normal times may amount to Rs. 40 or 50 lakhs.

Assuming that all the sanctioned development works still unfinished will be carried out, that Rs. 4 crores required for drainage will be provided and that the normal capital outlay on the city services will be at the rate of Rs. 50 lakhs per annum the expenditure under loan charges will, if unchecked, have risen to nearly Rs. 2 crores. By practising economies, it might be possible to reduce it to Rs.  $1\frac{1}{2}$  crores.

Whether, and what, further reductions may be possible will be known only when correct figures are obtained.

Without carefully calculated estimates and forecasts it is difficult to know where we stand. If timely measures are not taken the aggregate loan charges may soon assume embarrassing proportions. My view of the precise action to be taken under the circumstances is indicated, later, in the report.

#### HIGH RATE OF INTEREST.

There are other reasons why capital expenditure should be curtailed. The current rate of interest on loans is 6 per cent. which is high compared with the rate prevailing in pre-war times. The wages of labour are much higher. On account of the unsettled conditions of the world trade, imported materials cost more. The works executed under these conditions cannot but prove expensive and, at the rate they are proceeding, the burden for permanent improvements imposed on the present generation will be excessive and oppressive.

#### WARD ORGANISATION.

The work done in the several wards by the various minor officials of the several departments is not at present suitably co-ordinated. It is desirable to have in each ward a Central Ward office, where all the ward officials of all the departments could be concentrated. A system should be devised whereby all the routine work is supervised by a single ward officer on the spot. At present, there are too many departments and too great a scattering of force in each area; these are a source of loss to the municipality and inconvenience to the public.



## OFFICE ACCOMMODATION AND EQUIPMENT.

Administrative efficiency has suffered on account of inadequate office accommodation. The Corporation offices are congested, the corridors are blocked with tables and almirahs, the inner offices are dark, and the free circulation of air impeded. The records are not properly arranged for want of room. Under present conditions it is not possible to expect the staff to do their best for their employers. The office accommodation should be extended and its equipment brought up-to-date, time-saving mechanical appliances introduced wherever possible, and such work as drawing and tracing, correspondence, typing and record keeping should be centralised. The practice of commercial businesses must be introduced into all departments of the Municipality and every operation in every department tested by its cost.

A system of preparation and training for officials of all grades should be introduced under the supervision of a suitable Committee or Board of Appointment created for the purpose.

## AN INSPECTING STAFF.

Every department should be examined now, and periodically at intervals in future, to see whether it is functioning properly with reference to the work for which it exists, whether its permanent duties and responsibilities are correctly defined in manuals or codes, whether those duties and responsibilities are punctually performed, whether the staff is strictly proportioned to the work to be performed, whether the necessary reports and returns are correctly prepared and punctually submitted, whether the accounts are correctly maintained, and whether its co-operation with other departments is sufficient and satisfactory. These matters will be gone into in preparing proposals for retrenchment and re-organisation where necessary. A Municipal Year Book containing essential statistics, budget summary, and duties and responsibilities of the Municipal Committees and Departments would be a valuable equipment to Municipal Councillors, and will have an educative value in rousing civic consciousness among the tax-payers.

In a large and growing administration like that of the Bombay Corporation, it will be economical in the long run to employ a small staff, working directly under one of the

supervising officers, to go round each department in turn, to examine its working under some well-defined rules, to see that the manuals are revised and kept up-to-date, that the returns are punctually rendered, that all the technical and routine work of the department is being performed according to the standing orders or bylaws in force, and that the officials are able to think ahead and work ahead, and give other evidences of forethought and initiative. The aim should be to make each department, as far as possible, a self-contained and self-improving unit of the administration.

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### Libraries in Baroda.

The Maharaja Gaekwar of Baroda introduced in India some 20 years ago the principle of free and compulsory primary education, which has been adopted and applied in varying degrees in the last few years in the provinces of British India. A fact less well-known, though scarcely less important in its bearing on education in India, is that some 14 years ago he also pioneered the establishment of free State-aided libraries to be brought within the reach of all parts of his dominions.

In this departure the example of the Gaekwar has so far been little followed by provincial administrations or other Indian States. But attention is being drawn to it at last on account of the growth of a very necessary movement to promote adult education. The constitutional reforms have created an electorate, a large proportion of which is unable to read and write. Millions of boys and girls sent to primary schools in childhood relapse into illiteracy, partly on account of the early age at which they are taken from school to work on the land, and partly from lack of opportunity to acquire and maintain a taste for reading. In this country, where books of all kinds abound, and where free libraries are spread through the land, it is not easy to visualize the dearth of reading matter in the villages which are the homes of close upon nine-tenths of the Indian people. In several provinces, and notably in Bombay, the adult education movement is accompanied by an effort to develop village libraries in connexion with night schools. The Commission of Inquiry appointed after the war under missionary auspices to report on village education in India expressed regret that missions, which



have done so much pioneer work in giving elementary education to village youth, have overlooked the possibilities of the circulating library.

The Committee described the example of the Baroda State as inspiring. The State is in area rather larger than Wales, and has a population of about 2,126,000. It has, according to the latest edition of "The Library System of the Baroda State" (Baroda Central Library, 1924, 7a.) 43 town and 589 village libraries, with 90 reading rooms. They were maintained at a cost of some Rs. 80,000 of which Government contributed Rs. 23,000 and district boards about Rs. 35,000, the balance being provided by the people. In many of the villages the library is assisted by a voluntary marriage tax, which is usually cheerfully paid, both because the villager is proud of his library and because in festive seasons more money than usual is in circulation. Where a two-storied building has been put up, a small income is secured by subletting the ground floor. The most usual method of raising money, however, is by the annual subscriptions of leading citizens. The cost of the library system is kept low by the large amount of voluntary service given.

The Gaekwar, when initiating the library system, set a fine example of liberality to his people, by making over his private collection of some 20,000 volumes to form the nucleus of the central library, which has now grown to nearly 1,00,000 volumes. For the organization of the work he selected Mr. W. A. Borden, an American citizen, who during his three years at Baroda formed the central library, set on foot the system of aided reading rooms in all parts of the State, organized travelling libraries, and established the first library school in India.

The rules are modern in conception. For the lending library in Baroda City, Mr. Borden introduced the "open access system," which is almost universal in America and is becoming more and more popular in England. The present curator, Mr. N. M. Dutt, states that the proportion of fiction taken out in open access libraries is less than in institutions using a mechanical indicator or any other system which keeps borrowers on the other side of the counter. Taking the English circulation of the central library, the proportion of fiction, apart from juvenile works, is under 28 per cent. Taking the gross circulation in all languages, fiction works out at little more than 54 per cent.

An outstanding feature of the system is the provision made for young people. In addition to a collection of English books for loan to them, there is a children play-room. This is a large and airy hall, well furnished and decorated, and provided, with Vernacular and English books as well as with a good variety of indoor games, amusements, and occupations. Occasionally a school or portion of a school is invited to special entertainments, which consist of story-telling and cinema shows. Visitors, we are told, are agreeably impressed by the homelike atmosphere of the place and by the pleasant sight of a room full of children of all ages, classes, and conditions happily engaged in pursuing their hobbies or playing their favorite games. This section, and the adjoining women's reading room, are in charge of a woman librarian.

Boxes of 15 or 30 books are lent out for periods of two or three months to local libraries to supplement their own stock, to schools, clubs, factories, or to any trustworthy person who is prepared to circulate the books in his locality on the lines laid down in the rules. There is a visual instruction section for the benefit of the comparatively high proportion of illiterates to be found in Baroda even after so many years of application of the compulsory principle. The section carries on its work from village to village by means of popular lectures, illustrated by cinematographs and magic lanterns, radiopticons, picture postcards, stereographs and stereoscopes.

This work of enlightenment knows no distinction of caste or creed or condition. The Gaekwar, who has supported social reform in India throughout his long reign, laid down the principle at the beginning that all libraries coming under the scheme should be entirely free to all persons, young and old, rich and poor of every caste and creed. The system has stood the test of time, and if by any misfortune it disappeared it would leave a great blank in the life of the people of the State. Such a blank exists in the lives of the great mass of the Indian people. They may be in large measure unconscious of the need, but this does not lessen the responsibility of the State to fill the void.—“Times” Educational Supplement.

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## PRISONS.

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### Jails in Madras

#### GOVT. RESOLUTION ON THE INSPECTOR-GENERAL'S REPORT FOR 1923.

During the year there was a recovery from the abnormal conditions created by the large influx of Mappilla prisoners in 1922. Owing mainly to the cessation of the Mappilla rebellion, the daily average number of prisoners confined in jails fell from 24,397 in 1922 to 22,242 in 1923.

A gratifying feature is the decline in the number of youthful offenders admitted to jails during the year. Now that the Madras Children Act has been brought into force in the city of Madras and other important towns in the Presidency and in the local area comprised within the jurisdiction of the railway police, the Government trust that there will be greater improvement in this respect and they again desire to draw the attention of magistrates to the instructions contained in G.O. No. 170, Judicial (Magisterial) dated the 24th April 1923.

Among the changes introduced in the year were the further arrangements made to segregate and provide sparate workshop accommodation for habituals; and the extension of the system of classification introduced in 1922 for non-habitual prisoners into "Star" class and "Ordinary." The Borstal system was still further developed and the Government have read with interest the account given in paragraph 20 of the report on the working of the Tanjore School. The enactment of a Borstal Act fixing a minimum period of detention is under consideration.

Continued attention was paid to the improvement of water-supply and sanitation in jails and the medical treatment of the prisoners. Owing largely to these measures the sick-rate showed a satisfactory diminution while the death-rate in the year was the lowest on record since 1917. The Government congratulate Dr. Berlie and the other medical officers mentioned by the Inspector-General of Prisons on these excellent results.

The Madras Discharged Prisoners' Aid Society continued to do useful work and the Government are glad to note that a large number of "probation officers" were appointed in the districts during the year. The Government have recently appointed M.R.Ry. Diwan Bahadur P. Kesava Pillai Avargal, as an additional provincial visitor of jails and they hope that, with the assistance and the co-operation of the public, the society and the district committees organized under its auspices will be able to extend their sphere of usefulness.

The Government note with pleasure the testimony borne by the Inspector-General to the good work done by the Advisory Boards constituted in G.O. No. 667, Law (General), dated 26th February 1923, for examining the cases of long-term prisoners who are not habituals.

The total expenditure on the department showed a fall of Rs 5.14 lakhs from 1922 and the net cost of each prisoner fell from Rs. 129-7-2 to Rs. 113-12-11. This result was due partly to economies effected in the department and partly to the favourable rates at which food supplies were purchased. It is hoped that, as a result of the recommendations of the Retrenchment Committee and of the Special Officer for the audit of contingent expenditure in jails, there will be a further reduction in the net cost of each prisoner in the current year.

In regard to jail manufactures, the Government observe that though a larger number of convicts were employed in manufactures during the year, the value of the articles manufactured fell from Rs. 8,70,557 to Rs. 8,26,083. This is attributed mainly to the general fall in the price of raw materials. It is also noticed that cash earnings of convicts in jails fell by Rs. 2.15 lakhs. The Inspector-General ascribes this decline to a curtailment of orders from the public consuming departments owing to the general policy of retrenchment and to the large outlay of Rs. 73,000 in purchasing a khaki dyeing plant for the Coimbatore Central Jail. The whole question of improving the efficiency of jail manufactures is separately under consideration of the Government.



*PART IV.—Notes, correspondence and suggestions relating to matters of administration from Government officers and the public.*

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*Note.*—The Editor assumes no responsibility for the correctness of views or information contained in this part of the Journal.

**Economies in the Consumption of Stationery and Cost of Printing  
Savings 50%.**

(A NOTE BY. MR. M. S. RAMACHANDRA RAO, B.A., B.L.,  
ASSISTANT COMMISSIONER AND SPECIAL MAGISTRATE,  
CLOSEPET.)

The subject-matter of this paper, has been claiming a good deal of attention of late, and various proposals have been put forward. Indeed it has assumed so much importance as to have attracted even imperial notice, and to have been glorified as “National Economy” and proclaimed as such on every flap pasted across official covers passing through the Post in British India. So far back as 1922, our Government in their order No. M.5501-60--P & S 74-21-1, dated 1-6-22 issued a set of instructions enjoining the strictest economy in the use of stationery and reduction of printing work. These rules are, no doubt, very good so far as they go. But there are several other directions in which considerable advance may be made over them. Experience shows that there is still an enormous amount of *unnecessary waste* going on, which can be avoided by the adoption of the following measures.

(i) Except urgent and important correspondence which must always be dealt with *specially*, every office may be required to accumulate all *ordinary* issues or despatches to another office till half an hour or one hour before the closing of the office, or the last clearance at the local post-office whichever may be earlier; *sort* them according to the different offices to which they have to go, and despatch all issues to the *same* office once for all in a *single* cover or packet according to size, instead of using a *number* of covers for the *same* office indiscriminately as is being done at present.

(ii) The receiving office may be instructed to use the same paper twine, etc., all except the flap to forward its issues or despatches for the day to another office and so on.

(iii) The Superintendent, or head ministerial official of every office, may be held *personally* responsible for seeing that the foregoing instructions are invariably and *intelligently* observed.

(iv) All forms and registers in use in every office, may be *standardized*, requirements for a *whole* year forecasted accurately according to certain prescribed formula, in consultation with Ordering Departments, and supplied from the Government Press ready printed, ruled, and bound.

(v) All registers may be so designed as to facilitate *direct* classification and tabulation of the required statistics *pari passu* with enumeration, by providing *separate* columns for *each* of the *units* most commonly met with, one column being provided for "others to be specified".

(vi) A set of complete instructions may be printed in diglot on the *cover* of every register as to the manner in which it should be posted up and maintained, so that the dullest official may be kept constantly reminded of what is expected of him, and mistakes, and consequent destruction of spoiled papers, may be obviated or minimized as far as possible, and uniformity established.

(vii) The *cover* of the register may be so designed as to protrude slightly beyond the contents, enough to admit of the headings of the several columns being printed *thereon but once*, instead of *on each page*, as at present, only the *numbers* of the several columns being printed on each page in order to establish a connection between it and the cover, and to guard against accidental mistakes in the event of the several columns in the pages getting displaced and not coinciding or dovetailing *exactly* with their counterparts on the cover.

(viii) Printing in diglot or bilingual printing which is now the rule, may be made the exception, and restricted only to the very few cases where it may be absolutely required—all forms and registers being *ordinarily* printed in a single language, English or Kannada, whichever the clerks responsible for their maintenance, are most familiar with.

(ix) The present method of preparing *periodicals in the form of loose-leaf schedules* may be replaced by a system of *triplicate audit and compilation registers*.



(x) The allotment for contingencies of the several office may be reduced, and many articles like gum, twine etc., now left for local purchase, may be supplied by the Stationery Depot. The list of articles now supplied may be revised so as to include such *essential* office requisites as tags (in place of needle and thread), file boards carbon paper, etc., Several forms, e.g., Ferists, Record slips, Letter heads, etc. which are now written in hand may be printed and supplied by the Press to all offices.

(xi) All routine correspondence may be *standardized*, and printed forms supplied to all offices.

(xii) An officer may be put on special duty to carry out *practically* the above reforms.

2. I shall now proceed to add a few remarks by way of explanation or elucidation of the "objects and reasons" of such of the foregoing proposals as are not self-evident.

The objects and reasons for the first two proposals are obvious. The third proposal is made because the irresponsible officials like Mutchis and Despatchers to whom the work is now usually left, are too ignorant and not sufficiently discriminating to realise its value and importance.

3. As regards the 4th proposal, what is happening now is that the Press, not being in a position to understand the nature or magnitude of the manuscript entries which will be made in the blank spaces or columns of the several forms and registers it is called upon to print, generally leaves either too much or too little space; or selects for printing paper of the wrong size and dimensions; or uses an excessive quantity of paper for making up the several registers with the result that several pages are left blank at the end, and even in the written up pages, every bit of available space is not fully utilized as it should be. Or quite the opposite thing may happen and the spacing may be quite insufficient. To avoid all this wastage, and inconvenience it is proposed that the Press and Ordering Departments should *conjointly* determine the size, dimensions, and design of the several forms and registers; the kind of paper on which each of them is to be printed; and the number of pages of which it is to consist having regard to the period for which it is to last (usually one year), the volume and frequency of the entries likely to be booked, etc. From the data available it should be possible to forecast all this to an exact nicety and reduce the whole thing into a formula. The reason for proposing that all the registers and forms should be printed

ruled and bound at the Government Press is "economy", because it is well known how things done *collectively* on a *large* scale, are much cheaper than the same done *individually* on a small scale. This is well illustrated in the Note about the simplification of Village Accounts.

4. The 5th proposal is best illustrated by taking a concrete example. Suppose we want to know the area under each of the several kinds of crops in a village *e.g.* ragi, horsegram, paddy, etc. As only *one* column is *now* provided in the Pahani in which all these are lumped together, the Shanbhog prepares an *abstract* by taking down the extent under *each* crop on separate pieces of paper, a process familiarly known as "putting averages" or "ಅವರ್ಜಿ ಹಾಕುವುದು". There is thus not only needless increase of scriptory labour, but much wastage of stationery and withal there is no certainty that the results are correct. But by providing *separate* columns for each of the crops, ragi, horsegram etc., it would be unnecessary to write down the *name* of the crop as ragi, paddy or as the case may be, *over and over* again against each survey number, but it would be sufficient merely to put down the *acreage* in the appropriate column. In this way not only could much scriptory labour be saved, but also the totals can be struck instantaneously on the register itself without having to resort to the subsidiary process of "putting averjis" on separate pieces of paper; and the correctness of the abstracts can be tested line by line, and page after page, by checking whether the *cross* total tallies with the last serial number or gross total as the case may be.

5. Proposals (vi) to (viii) call for no remarks since they are self-contained and self-explanatory.

6. We now pass on to Proposal (ix). What is meant by this is that instead of wasting *one* or rather a *couple* of whole forms for a periodical, every time, it has to be prepared, three registers might be opened containing only *just* as many pages as may be required merely for entering the variable and recurring manuscript entries and not the constant prescribed headings which will be printed or written out but *once* on the protruding portion of the cover as in proposal (vii) *supra*. One of these registers which we shall call the "office copy" or "O copy" briefly will be maintained in the office of origin of the periodical, the second which we shall call the "transmission copy" or "T. copy" for the sake of brevity, will keep going up and down between



the office of origin and the office at which the periodical is due, and the third register which we shall call "Superior's copy" or "S. copy" will be maintained in the latter office. As soon as the data required for compiling any periodical is received from *any* of the subordinate officers, or units say from "a shekdar", for instance, in the office of origin say "a taluk office", the concerned clerk will post it in the appropriate cage or column of his O copy, and return the shekdar's T copy to him. As soon as *all* the cages in the "O copy" of the Taluk office have been filled up, the *totals* will be struck and carried to the "T copy" of the Taluk Office which will instantaneously be dispatched to the superior office (say Sub-Division Office). That office should post up the figures in its "S or O copy" both of which will be identical, and return to the Taluk office its "T copy" without delay. Any entries which the Taluk office may have to make in the meanwhile, will be made in its "O copy" and so on. In this way a system of mechanical and automatic audit and compilation would be established between *any* set of three offices,—subordinate, intermediary, and superior—defaults, lapses, and errors would be detected *at a glance*, fudging rendered impossible, and scrutiny and comparative study of statistics made more interesting and effective.

The saving in labour, time and material and the enhancement of efficiency by adopting the above arrangement would be simply enormous. The really troublesome portion of the work is the copying of the voluminous *headings*, week after week, or month after month, or as the case may be, in two forms; the entering of the *matter*, usually *figures*, not occupying more than a few minutes. In the proposed system, there will be only *one* heading prepared in the beginning of the year for each of the three copies O, T and S. Assuming that at present a return, say, a weekly is prepared in a sheet of foolscap paper which measures  $13" \times 17"$ , then for 52 weeks  $52 \times 2 = 104$  sheets are now spent. Whereas under the proposed arrangement, even giving  $3\frac{1}{2}$  inches space per week which is quite ample for the statistics of 6 or 7 component units being enumerated on horizontal lines  $\frac{1}{2}"$  apart, then a sheet (both sides) will be sufficient for  $\frac{13"}{3\frac{1}{2}} \times 2 = 8$  weeks or  $\frac{52}{8} = 6\frac{1}{2}$  or 7 sheets would be sufficient for 52 weeks. So for 3 registers 21 sheets would be required against 104 sheets at present consumed; resulting in a saving of 80 per cent. The savings in *printing or writing*

out the headings of the columns would be nearly  $\frac{101-3}{104} = 97$  per cent. The system would have other advantages besides economy, but this is not the place to go into all of them here.

7. Coming to the 10th proposal, since wholesale purchases are always cheaper than retail, it is suggested that all articles now purchased locally in small quantities every month, *e.g.*, gum twine, thabalak thread, pin sheets be supplied from a Central Depot. Besides economy, the proposed arrangement would be conducive to uniformity. It is suggested that a punch and cotton tags be supplied in place of needle and thread, because every time a paper has got to be added to the file the threading will have to be undone, the old thread thrown away, and a fresh stitch put on and so on—a most wasteful and clumsy arrangement. The use of tags will obviate all this inconvenience. Of course a tag will be used so long as a file is *current*. When it is *recorded* the tag may be removed and used for another *current* the recorded file being *stitched* and deposited in the record room. It is suggested that about half a dozen file boards be supplied to each clerk in each office, because it will help them to keep the different classes of papers they have got to deal with, neatly arranged. One of the most fruitful causes of disorder and confusion in all offices, and particularly Taluk offices, is the habit of throwing papers pell-mell into boxes for want of pigeon-holes. A *sufficient* number of file boards will serve the same purpose as a pigeon-hole at far less cost. Carbon paper will be so useful for taking copies and save such a lot of time and energy and hence its proposed supply to all offices.

8. The *raison d'etre* of the 11th proposal is obvious. Not only does printed matter occupy less space than manuscript, but it is very much neater, and standardization is also conducive to uniformity and efficiency. As an Amildar and Sub-Division Officer I had got *routine correspondance* relating to darkhasts, coercive proceedings, etc., which from the bulk of the work in the Revenue Department stereotyped and forms cyclostyled with very beneficial results. There are several other matters which lend themselves to standardization. The savings of stationery which could thereby be effected would be simply enormous.

9. The twelfth proposal regarding the appointment of a special officer, need not, however, raise any apprehensions



about additional expenditure etc., which would be objected to by the Finance Department, because the Special Finance Committee itself, recommended two years ago that an officer should be put on special duty to study the possibilities of simplification and reduction of work, and retrenchment of establishments in all offices and particularly Revenue offices, which is precisely the object of these proposals. Nay they go even further, because they do not stop with mere *academic* study, but extend to *practical action*. Moreover what is the cost (*nonrecurring*) of the special officer compared with the thousands, if not lakhs of rupees of *recurring* expenditure which might be saved by his appointment? Hence the proposition is not likely to be financially unacceptable.

10. It is not possible to calculate the *absolute* financial results of the foregoing proposals in terms of Rs. as. ps. But it is quite certain to be the saving of several thousands of rupees of *recurring* expenditure. Speaking *relatively*, it may be stated that the economy in consumption of stationery is not likely to be anything less than 30 or 40 per cent while the saving in printing will be nearly cent per cent. Because taking proposal (vii) alone, it is obvious that in place of several *thousands* of impressions now being taken on every page in diglot, hereafter there will not be any need to print more than a few scores or hundreds ; and *that* in a single language. On a compound calculation of *all* factors involved, the savings may safely be estimated to be not less than 50 per cent of the present outlay.

11. In conclusion, it may be stated that every one of the foregoing proposals has been subjected to *practical test*, with very gratifying results during the course of the writer's career in various departments and offices ; and particularly the (last) Census, where they were tried for the first time on a very large scale in the making up of the Enumeration Books, and other forms and registers ; and resulted in the saving of several thousands of rupees.

CLOSEPET }  
9-6-24. }

M. S. RAMACHENDRA RAO.

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**Restoration of Minor Tanks in Mysore and Maintenance of Restored Tanks.**

BY MR. C. RANGASWAMIENGAR, B.A., B.E.

For a thorough grasp of the subject on hand, it will be essential for me to give a brief narrative of the arrangement that existed prior to and during the introduction of the "Minor Tank Restoration Scheme" by G. O. No. R. 8464-74—L. R. 193-13-2, dated 28th April 1914, and the causes of failure of the same, before the remedies suggested could be appreciated.

The maramat departmental establishment, before the introduction of the scheme by the Government Order of the 28th April 1914, consisted of one District Overseer as an assistant to the Deputy Commissioner and one Tank Inspector in each taluk, the work done in the branch being the repairs to restored minor tanks and earth work to restored major and minor tanks through the agency of the raiyats. The Amildars were the executive officers responsible for the works. The District Overseer was the Technical adviser to see that the works were sound and satisfactorily executed.

2. *The Maramat Scheme.*—Tank irrigation forms an important feature of the State. There are nearly 25,000 tanks in the State. Both restored and unrestored tanks have been undergoing a certain amount of deterioration by the natural processes of silting up of the tank bed on the one hand and wearing away of the bund on the other. A vigorous policy for restoring at least 1,000 tanks a year was contemplated when the new scheme was introduced in December 1914 with a liberal enlargement in the maramat establishment of each district. Even if the above programme of restoring 1,000 tanks a year had been kept up to, it would have taken about 25 years to restore all the tanks in the State.

This new scheme was given a fair chance and its work very carefully watched with a view to get through the contemplated programme, for a period of 8 years. The outturn year after year being uniformly unsatisfactory, the scheme was at last abandoned in October 1922.

*Causes of Failure.*—It is generally stated that the chief cause for the failure of this scheme is the unwillingness of the raiyat to pay his share of contribution and the delay on his part in giving muchalikas agreeing to pay his quota of



cost. But, promptness in measurements and payments being the secret of success in all public works undertakings, particularly where petty piece workers are concerned, I am led to believe by looking at the number of years that almost any restoration work has been dragging on, that the real causes are to be found in (a) the miscellaneous nature of the works that were being entrusted to the maramat branch and (b) the cumbersome nature of the method of working prescribed for the execution of works.

(a) The following are the extra duties that were added on to the branch;—

(1) Repairs to Civil Buildings in charge of the Deputy Commissioner.

(2) Petty original works.

(3) Repairs to 1st and 2nd class Travellers' Bungalows.

(4) Irrigation cess repairs to restored minor tanks.

(5) Earth work maintenance to restored major and Minor tanks in such cases where the raiyats failed to the same.

In addition to these, the departmental staff was being constantly used for miscellaneous works of the District Board, Municipal and Muzrai departments. In fact, the main object of this new scheme began to be practically forgotten and the District Maramat Engineer became a general technical assistant to the Deputy Commissioner in all Engineering matters.

(b) The execution of works was rendered very cumbersome by a system of multiple control over the staff and a spirit of dissipation of the energies of the supervising staff rendered possible by certain provisions in the Government Order sanctioning the scheme. The system of dual control that is pervading through the Government Order dated 28th April 1914 is mostly responsible for the failure of the scheme. Extracts from the above Government Order are given below for reference.

“The maramat establishment in the District Office will work under the immediate control of the District Maramat Engineer and he will also supervise the work of the Sub-Overseers and the Tank Inspectors.

The Sub-Overseer will work under the direct subordination of the Assistant Commissioner in charge of taluks assigned to them; all orders issued to them by the

Engineer officer will ordinarily be communicated through the Assistant Commissioner.

The Tank Inspector will continue to work under the Amildar or the Deputy Amildar as heretofore, subject to the professional supervision of the Sub-Overseer of the Division and the Engineer Officer. All orders in the maramat department will be communicated through the Amildar to the Tank Inspector."

From the above it would be clear that free scope was possible for the full development of a system of multiple control. So long as the final object in view is the same, the system of dual control will not be harmful. But this is not so in the present case. It must be noted that minor tank restoration formed only one of the very minor duties of the Amildar, whereas it was the only duty that the Engineer Officer had to look to. The Amildar being primarily responsible for the progress of works in his taluk, the situation was that the Maramat Engineer would be exhorting the Amildars to pay more and better attention for the execution of these works while the Amildars, on their part, not being able to pay any attention to works on account of their various other duties, would be trying to put forth a defensive battle on their side, urging that the rates are not reasonable, that skilled labour is not available, that there is water in the tank, etc. The Tank Inspector being directly subordinate to the Amildar would throw in his lot with him. As such, sanctioned estimates would get returned time after time on the plea that the rates are too low. The relationship of co-ordination between the District Maramat Engineer and the Amildar not being very sound, no coercive measures were possible as a corrective against indifference except reports to the Deputy Commissioner. On account of the above want of control works were rarely visited by the Amildars. Whenever a bill prepared at *long intervals* was presented for check measurement of the Amildar by the Tank Inspector, it was very common that the Amildar who generally does not know how to check the bill put off by months the unpleasant day when he has to check the work. After several reminders from the District Office that the work had come to a stand still, he would go to the spot and then venture at great personal risk to make the following certificate on the bill and in the measurement book:— "Checked by the Sub-Overseer" or "seen by me" or "inspected by the Maramat Engineer" or "checked and



found correct, the pits were under water; by comparing the contractor's record of measurements and the mahazar of the raiyats I am satisfied the work is done."

The work would have been finished months back, the contractor would have left the work in despair and at this stage the Tank Inspector's old bill would find its weary way to the District office only to be returned for proper check by the Amildar or by the Maramat Engineer.

The first few years of my service as Maramat Engineer, I had to spend before I realised that it would be better to leave the Tank Inspectors and the Amildars alone and do what best I could with the help of the Sub-Overseers by taking direct charge of the works. By adopting this new method it was possible during the latter years to show a great improvement in works without at the same time having to enter into controversial correspondence with the Amildars.

As regards dissipation of the energies of the supervising staff mentioned above as also being responsible for the failure of this scheme, the following lines extracted from para 6 of the same Government Order referred to above need attention:—"With the special permission of Government the District Maramat establishment may be employed on any specific Municipal, District Fund, Muzrai or other works if this can be done without prejudice to their legitimate duties in the Maramat Department."

With this provision in the Government Order the subordinate staff, viz., the Tank Inspectors, were being constantly used for whatever works the Amildars chose to use them on. They were compelled to take personal instructions from the Amildars during their tours and particularly so during the jamabandi season, during which time the Maramat Engineer could not at all count upon the services of Tank Inspectors. From a perusal of their diaries Tank Inspectors were found to be employed to look after the duties of the Taluk Sanitary Inspector on leave without the Engineer Officer being even informed. The Tank Inspector might be ordered to stop at a certain tank site and see that the concrete work for the sluice or the bottom portion of a breach was properly attended to. The very next day after the departure of the Engineer to head quarters it was just possible that the man might have gone to see whether certain tank beds could be given over for temporary cultivation, the rains having failed or be busy setting out a "V"

drain in a Union or Municipality for either of which he would have received orders from the Amildar.

All District Board and Village Improvement estimates, and in certain cases, Muzrai and Municipal estimates, were being sent for technical scrutiny to the maramat branch. Thus it can be truly said that the maramat department was ever busy and never at work.

*Remedies Suggested.*—To secure the best results it will be necessary that the agency of control and execution should be entirely transferred to the Public Works Department. This having been already effected during October 1922 the following minor suggestions appear to me as conducive of good results.

(1) Once a year at the time of the taluk conference the results of inspection of tanks, both by the Public Works Department Sub-Division Officer and the Amildar, prepared in statement form, should be presented for discussion at the conference. Thereafter a list of tanks to be taken up for restoration should be prepared and passed in the conference.

(2) The very fact that a tank is in urgent need of restoration is a sufficient agreement in favour of its restoration; as such the moment that the tank has been passed for restoration in the taluk conference, the Sub-Division Officer should be empowered to estimate the same and start the work after due sanction without waiting for the receipt of raiyats' muchalikas, etc., from the Amildar. Government should in all cases be prepared to advance the raiyats' proportion of the total amount of outlay and recover the same in 3 instalments. The present system of obtaining muchalikas in advance should be discontinued.

(3) Elaborate estimates and reports are unnecessary for minor tank restoration works. This means delay in the preparation of projects which are now being done under major tank projecting lines; nor can time be found by the Sub-Overseers for such elaborate surveys in the middle of their road maintenance worries. The estimate should be such as can be surveyed and completed in two days, all that is required being a longitudinal section and a few cross sections; no bed sections nor contour survey need be taken for restoring the bund to its original weir level and capacity. Where an increase in capacity is contemplated, it would then be essential to discuss with bed sections and contours the capacity of the tank with reference to the yield.



(4) Such simple estimates as belong to class (1) above need not be forwarded to the Executive Engineer for sanction up to an estimated upper limit of Rs. 750, the Sub-Division Officer himself being empowered to sanction and execute the same on obtaining a grant for the taluk. The estimates being quite simple, the forwardal of the same to the Executive Engineer for scrutiny prior to sanction would simply increase his work and end in delay. Now that qualified Assistant Engineers are in charge of Sub-Divisions the precaution would be unnecessary. Of course, the Executive Engineer during inspection could always propose deviations from original sanction if found necessary.

In the case of estimate of the 2nd class, where submer-sion of occupied land, etc., and interference with the water rights of the achkat down the valley may be possible, all estimates prepared in detail with reports, etc., should be forwarded to the Executive Engineer for scrutiny and sanc-tion.

(5) The guiding rule in considering the remunerative nature of a minor tank project is that the estimated cost of restoration should be within 20 times the revenue realised. The estimated cost is dependent upon the quantity in units of earth work, stone work, etc., and upon the rates per unit prevailing in any locality. In arid country with low rain-fall such as Chitaldrug District, the cost of storage of water required per any number of acres under command will be very high when compared with the cost in localities like Hassan, etc., where rain-fall is fair, since in the former case bigger bunds are necessary to store every drop of water that the feeder can supply, whereas in the latter case only short lengths of bund would suffice to store just enough of water to feed the achkat during the short period after the rains to mature the crop, the extra water being allowed to flow out. Secondly, the rates in the former case are generally higher than in the latter. On both accounts, therefore, the cost of tank estimates runs very high.

Considering the 2nd factor of remuneration, *viz.*, the revenue realised, it is a factor depending upon the rate of assessment per acre of land under command. This again, is a varying factor all over the State, the rate per acre being lower in Chitaldrug both for dry and wet lands when compared with the Mysore and Bangalore Districts. As such, the basis of consideration of the remunerative nature of a project, *viz.*, proportion of estimated cost to revenue

realised is not a rule to be strictly applied. I am of opinion that it must be relaxed in rainless areas and the proportion kept at even 30 times the assessment.

*Change in the designing of minor tank project*—In addition to the above proposals, the following change proposed in designing minor tanks may be adopted.

In the case of major tanks, mature consideration will have to be devoted in designing weirs; provision will have to be made for maximum flood discharges of even abnormal rainfalls since, firstly, the extent of damage both to the tank itself in case of a breach due to insufficient length of spillage, and secondly, the danger to the achkat below on account of the intensity and duration of flood discharge through the breach would be very great. The argument will hold good with greater force, the greater the catchment impounded, and the more the number of tanks thrown across the same valley in series. The question of cost therefore should not come into consideration in the design of waste weirs of major tanks; the Engineer should rather more err on the safer side by assuming a liberal co-efficient in calculation of discharges.

Let us now turn to the case of minor tanks; the tanks I have come across have generally never had a greater catchment than about  $2\frac{1}{2}$  sq. miles, catchments of  $\frac{1}{2}$  to  $1\frac{1}{2}$  sq. miles being very common. Secondly, minor tanks are not found in series as major tanks generally are. Thirdly, the water impounded in a minor tank would not give occasion to heavy cost of repairs in case of breaches due to overflow, the height and section of the bund being comparatively small, nor would the extent of damage to lands below be heavy, since the duration of discharge would be shorter than in the case of major tanks, the quantity of water impounded being smaller.

\*On account of the above reasons and since the proportion of cost of weir to cost of bund, is higher in the case of minor tanks than major tanks, I am of opinion that it is a waste from the point of view of economy to provide for weir lengths for minor tanks calculated from assuming the

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\*[NOTE:—I mentioned here orally that in the case of major tanks there is a tendency of averaging of the effects of intense floods due to heavy rainfall in certain localities of the catchment area but that the minor tank was at a disadvantage in so far as the heavy rainfall would be reflected as an intense discharge immediately after the rain. In spite of this disadvantage the conditions for a short length weir are very favourable.]



same co-efficients of discharge as are adopted for major tanks. Up to a limit of 3 sq. miles of catchment area therefore, I should recommend a co-efficient of 375 in place of 640 that is now adopted for all weir calculations. During my inspection I have come across many cases of unrestored minor tanks with short length of weirs which have been standing for many years without breaching. As a precautionary measure a part of the bund may be provided as a "breaching section" with lesser height and thickness so that in case of any particular year of abnormal rainfall (which will generally be at distant intervals) the section may wash out and save the rest of the bund. This seems to be much better than swelling the cost of the estimate for restoration and diminishing the chances of the tank being ever restored at all. Even if the worst should happen the cost of repairs would be no more than about Rs. 200 to Rs. 300.

This policy adopted, both in designing and the agency of management of minor tanks, I see no reason why the restoration of minor tanks should not be an accomplished fact.

*Earth work maintenance and turfing to restored tanks.*—The maintenance of restored tanks is of as much vital importance as the restoration of tanks itself so far as the irrigation interests of the State are concerned. Rather, it is of much greater importance than the restoration of tanks, it being an acknowledged principle that one should make certain of what he has before any programme of extension is adopted.

The agency of maintenance of such tanks are the ach-katdars behind each tank under the control and supervision of the Revenue Department exercised through the Amildar and the Shekdar. From the general condition of restored tanks in the State it can be stated that there is a steady deterioration in the condition of the tanks evidencing a continuous neglect on the part of the raiyats. Assuming that every tank big and small is only 6 grades long, and front, top and rear slope widths to be 12 feet and that wear due to weathering is 1 inch a year over the full area, the total wear per year for the 25,000 tanks in the State would be  $25,000 \times 600 \times 12 \times \frac{1}{12} \times \frac{1}{27}$  c.yds; taking as. 4 per c.yd for earth work and turfing, the cost of maintenance of the annual wear for the whole State would come to Rs.  $25,000 \times 600 \times 12 \times \frac{1}{12} \times \frac{1}{27} \times 4 = \text{Rs. } 1,40,000$ . The importance of an efficient

yearly earth work to each tank being now realised, let us study the existing system of management. On receipt of a report from the Public Works Department Sub-Division Officer that a particular tank is in urgent need of earth work and turfing, and some times perhaps at his own initiative, the Amildar sends an order for attention and early earth work, to the Shekdar of the Hobli; notice is thereupon served to the achkatdars that the work should be done at once; the Shanbhog is requisitioned to prepare the 'Hanchige' patti or a distribution list showing the spaces on the bund wherein each particular achkatdar will have to do the necessary earth work and raise the same to standard. The volume of work to be done by each man can be stated to be roughly proportional to the amount of interest that he has got in the tank. On the expiry of the period mentioned in the notice, the Shekdar had to get the earth work done through the Patel in every Hanchige wherein earth work has not been done, by employing labour with a small imprest obtained from the Amildar, the amount spent being recoverable as arrears of land revenue. This system was admirably suited to the olden days of the pre-British period when the village was a unit in itself, entirely self contained. With the growth in civilisation and the advent of railway and the increasing tendency for a desire for town life, the original love for village temples and tanks is gone and what was formerly a work of love has now become a matter of compulsion. During the present day, unless the Amildar starts the cumbersome machinery of first issuing notices to every achkatdar, no thought is bestowed upon the annual maintenance of the tank. Unless the notices are duly served upon every individual achkatdar, the Shekdar is powerless to do the earth work on his own score by employing separate labour, which means a matter of months and a sustained effort on his part. Granted that the notice has been served and the earth work has been executed by employing paid labour in a particular Hanchige, it is again a matter of time for the recovery of the cost of earth work as a revenue demand. The default being now the rule, the same coercive process will have to be undergone against almost every achkatdar before the earth work to the tank is completed. This is the reason why requisitions for immediate earth work to tanks in danger forwarded to Amildars do not get a satisfactory disposal and tanks pointed out after inspection as requiring immediate earth work years ago continue to be in the same condition as before.



When harassed by notices by the Shekdar, the raiyats often come forward with money rather than doing their own share of work themselves. Considering the amount of the work to be done, it will not be possible for Government taking upon themselves the work of maintenance of tanks when the cost is paid up, because it will not be possible to provide for the establishment, etc., for supervising the works.

It is therefore desirable that the raiyats should continue to do the tank earth work themselves instead of the responsibility being shoved upon Government. To attain this end, certain modifications should be introduced into the original practice to suit the present times. Until notices are served upon the defaulters that Government will undertake the work and recover the cost thereof, the Revenue department is now powerless to take up the work. I would recommend that the Government should reserve the power for undertaking any tank earth work without notice to the raiyat, provided that the tank maintenance has not been attended to for 2 years continuously, and the grade stones are sticking out by about 6". When a tank is being maintained correct to grade levels and sections, Government should waive the local cess in the area as a sort of encouragement for promptness as contemplated in the Government Order then passed; but when the tank is neglected and Government forced to take up the work through the P. W. agency the cost of maintenance, together with the penalty for neglect, should be recovered in every case as stated in the above Government Order. I found from my experience in the Chitaldrug District that the levy of this penalty had a moral effect upon the neighbouring villages in so far that the raiyats eagerly undertook their work in preference to paying the penalty which would weigh heavy upon them.

The Amildar should continue to get the tanks maintained as heretofore. On receipt of a report from the Public Works Department Sub-Division Officer that certain tanks are in urgent need of earth work (the report should be a half-yearly one), the Amildar should endeavour to get it done within 6 months of the report made by the Sub-Division Officer. If no reply should be received by then, the S. D. O. should be empowered to go ahead with the work through the Public Works agency without any further correspondence on the subject or notice to the raiyats and

the charges with fine should be debited to the Civil Department for recovery. When the raiyat feels sure of this earnestness of purpose on the part of Government, I am certain that the tanks which are now very much neglected will, within about 10 years, be all brought up to standard. ...

*(From the Bulletin of the Mysore Engineers' Association.)*

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*PART V—Miscellaneous (Notes relating to Local Self-Government, Public Health, Co-operation, etc.)*

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**CO-OPERATIVE PROBLEMS.**

**Mr. K. H. Ramayya's Presidential Address.**

AT THE THIRD KARNATAKA DIVISIONAL CO-OPERATIVE CONFERENCE, BAGALKOT, HELD ON 19TH JULY 1924.

*Extracts.*

*Condition of the Agriculturists* -- It is well known that India is purely an agricultural country and about 80 per cent of its population depend upon agriculture for their sustenance. The condition of the agriculturists is far from being satisfactory. The subject of improving the economic condition of the agriculturists has come to the forefront. Government have been doing their level best to ameliorate the condition of the agriculturists, especially in relieving their indebtedness, as they are, as a rule, hopelessly involved in debt. Various remedial measures were adopted by Government. Takavi Loans were granted on favourable terms to help the agriculturists to raise better crops and discharge their debts. The Loan Improvement Act of 1871 and 1878, and the Agriculturists Loans Act were passed to create cheap credit for the improvement of lands, construction of wells, tanks, drainage of lands, procuring seed, agricultural implements and the purchase of cattle. It is sad to note that with all these beneficent measures the economic condition of the agriculturists has not materially improved.

*Irrigation Societies.*---Nowadays the expenses of the agriculturists have considerably increased, while their income has diminished. To relieve this hardship it is very necessary to increase the productivity of the soil. This can be achieved by the formation of irrigation societies, for which, I learn, there is great need in your division. Although the work of creating facilities of this type of societies devolves on Government, yet a good deal depends

upon the initiative of the people. There are 114 of such societies in Bengal doing satisfactory work. A special Agricultural Engineer has been appointed by the Bengal Government to work under the orders of the Registrar of Co-operative Societies. He is assisted by an Inspector who was working as overseer in the Public Works Department. I hope that the Bom'ay Government will make similar arrangements for affording facilities to the agriculturists.

*Progress of Societies.*—The next attempt at solving the problem of agricultural indebtedness in India was by the passing of the Co-operative Societies Act of 1904 which, with slight changes to suit the condition of the Indian people, was passed into law as the Co-operative Societies Act of 1912. At the time of the passing of this Act even the promulgators were diffident about the success of the movement. But looking at its slow but steady growth, they have expressed their satisfaction at the progress it has made during a short period of 19 years. Mr. Wolff to whom no better authority could be found, expresses his satisfaction at the very rapid development of various forms of Co-operation in India.

I have already stated that India is mainly an agricultural country and that about 80 per cent of the population are depending upon agriculture. The condition of the agriculturists in India is very graphically described by one of the gifted Viceroys of India in the following terms:—

“It is the Indian poor, Indian peasant, the patient, humble silent millions of 80 per cent, who subsist by agriculture, who know very little of policies but who profit or suffer by their results, and whom men's eyes, even the eyes of their own countrymen, too often forget—to whom I refer. He has been the back-ground of every policy for which I have been responsible, of every surplus of which I have assisted in the disposition. We see him not in the splendour and opulence, nor even in the squalor of great cities; he reads no newspapers, for, as a rule, he cannot read at all; he has no policies. But he is the bone and sinew of the country; by the sweat of his brow the soil is tilled, from his labour comes one-fourth of the national income. He should be the first and the final object of every Viceroy's regard.”

*Education Societies.*—I lay special stress on the part played by the Education Societies. There are six such



societies in your division. Of these, the Hulikote Co-operative Society which is the pioneer, has been doing good work for over five years and the fact that it has trained sixty boys in English is a laudable one. The Co-operative Union has been affording facilities to this society by setting apart a portion of the interest earned by the accumulated Reserve Fund of the affiliated societies. I wish to specially emphasise the question of imparting education to girls through such societies, which is no less important than that of boys, and the formation of societies for such purpose will contribute materially to the prosperity of the country.

*One society for each village* — Though the Government of India Committee on Co-operation recommend the establishment of one society for each village, many practical difficulties have stood in the way of the attainment of this ideal. The illiteracy of the villagers, their want of union for a common cause, above all, their conservative habits are insuperable obstacles in the way of establishing co-operative societies. Unless the people shake off their lethargic habits, rise to the occasion and keep themselves abreast of modern conditions actuated by high ideals, no good results can be achieved. If the ideal is kept steadily in view, I assure you that you will be able to achieve appreciable results, so much so that the establishment of many more societies will be an accomplished fact in the near future.

*Other types of societies.*—Non-Credit Agricultural Societies have also to be considered as they play a very important part in our movement. With the advance of science and the consequently improved methods of cultivation by improved agricultural appliances, our agriculturists have to change their primitive methods of tillage and take to intensive cultivation. Otherwise they will remain far behind in the onward march of economic progress. The Agricultural Department of your Presidency, under the able guidance of the Director, has been demonstrating to the people the usefulness of new methods, new appliances, etc. and of the advantages accruing thereby, and I am quite sure that the agriculturists will realise immense benefit in the shape of good and abundant crops if they adopt these methods.

I would therefore suggest to you to devote the best of your activities for the starting of more seed, manure and implement societies in suitable places and for popularising the

use of improved seeds and implements, thus co-ordinating the activities of the Co-operative and Agricultural Departments. As the failure of a few such societies may act as a great set back to the movement, a careful selection of places is of vital importance. This should be done with the assistance of the Agricultural Department. Since you have already started some such societies, there is no need for me to suggest for your consideration the details of their working. Societies of this type do not require much capital, and what little capital they need can be readily provided by your District and Central Banks. Apart from the financial assistance the Central Banks render to the societies, the societies themselves can do much in this connection with the help of their own Reserve Fund, by taking up the functions of a seed, manure and implement sale society as an adjunct to their credit business. When the benefits become widely popular societies may be formed exclusively for this purpose.

*Sale of Agricultural Produce.*—As things stand at present, the agriculturists are unable to sell their produce to the best possible advantage. The difficulties may be surmounted by societies advancing small sums on their produce and arranging for the sale of their produce without the intervention of middlemen. This scheme may require a large amount of capital but with the assistance of a good Central or District Bank, it will undoubtedly be a success.

*Dairy Societies.*—The question of the supply of pure and unadulterated milk is of great importance in towns and cities both from hygienic and economic stand points. Various attempts have been made in several parts of India to start such societies with a view to help both the producer and consumer. But the results so far achieved are not very satisfactory. In this connection, I wish to single out your dairy society as a model one. It is gratifying to note that this society, under the able guidance of Dr. Jathar, has been doing very good work which has been commended by your Registrar in his annual report. I wish to impress upon you the necessity of starting many more such societies in important towns as centres of distribution. It is the duty of municipalities, taluk Boards and co-operative societies to see that good milk is supplied to the people.

*Stores.*—After the close of the great war, the stores movement has been engaging the attention of earnest co-operators in India. As an after effect of the war, the



struggle for existence has become very keen. To secure good articles of consumption at cheap rates without the intervention of the middleman or *entrepreneur*, the formation of such societies is very essential. The success of these societies depends upon honest and efficient management, business morality and the loyalty of the members to the stores.

*Weavers' Societies.*—The problem of affording relief to the weavers is indeed a difficult one. The illiteracy of the weavers, their intemperate habits, their ignorance, the absence of a spirit of emulation among them, have frustrated all efforts so far made to bring them within the co-operative fold. The difficulties under which they labour are very great. These are, want of raw materials which require capital, difficulty in finding a ready sale for their finished products and their general indebtedness to the *sahukar*. They are very much handicapped in their dealings with the *sahukar* who has always the upper hand. To afford relief to them co-operative societies should be organised, not merely for financing them but also to supply them with yarn, looms, dyes and other raw materials required for their industry and also find a sale for their finished products on the most advantageous terms. The working of these societies is by no means an easy affair. Nevertheless, a well directed effort is bound to be attended with a good measure of success.

*Industrial Societies.*—The people depending upon agriculture are, as a rule, poor. Unless they take to some subsidiary occupation their economic condition will not improve. The agricultural class can turn their leisure to good account out of harvest seasons by taking to small industrial pursuits. Women can also contribute to the economic weal by taking to such home industries as spinning, rattan making, lace making, embroidery, etc., during their leisure hours. The formation of industrial societies in order to manufacture articles out of our raw materials will prevent the drain of money to foreign countries.

*Labour Societies.*—The condition of labourers is too well known to need any explanation. There are many ways of ameliorating their condition of which co-operation is the chief one. The formation of societies exclusively for them as a means of inducing them to save some money which they would otherwise squander on drink, etc., is a matter for serious consideration.

*Co-operation and Education.*—The success of the co-operative movement entirely depends upon those connected with its guidance and the extent to which people are benefitted by such guidance. To this end a great deal of propagandistic work is necessary. Correct ideas of co-operation should be spread among the illiterate people to develop in them virtues of self-help, business honesty, punctuality, and a sense of collective action for a common cause, by means of lectures, pamphlets, journals and holding of conferences. As education is at the root of all activities, I wish to explain its aspect so far as this side of co-operation is concerned. The success of co-operative societies depends on the literate members constituting the committee of management. The accounts should be maintained correctly and their audit at periodical intervals insisted upon. Out of the net profits, a small amount should be set apart for the spread of education among the members by starting night schools, etc.

*Advantages of Co-operation.*—The people are yet slow in adapting themselves to new conditions and they do not readily respond to new ideas. They have still to learn that individual and family interests have to be sacrificed for achieving civic and national welfare. These should originate in the action of the people and petty prejudices and differences have to be given up and a sense of selfless, collective action should actuate every individual. Co-operation creates and fosters the virtues of thrift, self-help, loyalty, and self-sacrifice.

*His Majesty's Words.*—In his memorable message His Majesty the King-Emperor has said as follows about the co-operative movement in India. "If the system of co-operation can be introduced and utilised to the full, I see a great and glorious future for the agricultural interests of the country."

*Co-operation in Mysore.*—Coming as I do, from the progressive Native State of Mysore to Preside at your Conference, you may be anxious to know about the progress of the co-operative movement there. The Co-operative Department was started in the year 1905. Since then the number of societies is gradually increasing with the result that there are at present 1,451 societies having a membership of 95,315 and a working capital of Rs. 48,89,879. Their share capital is Rs. 34,45,800, and the deposits attracted by them amount to Rs. 28,48,551. The Reserve Fund built up



by them is Rs. 10,15,350. Of these societies, 1,177 are agricultural credit, 72 agricultural, 181 non-agricultural credit, and 111 weavers, industrial and stores societies. The success achieved by the movement would hardly have been possible but for the gracious sympathy and support of Their Highnesses, the Maharaja and the Yuvaraja of Mysore. His Highness the Yuvaraja has graciously been attending the Co-operative Conferences for the past ten years and encouraging the people in their attempt by his valuable advice.

A system of awarding shields to the best society has also been introduced with a view to create healthy emulation among the societies. Further, to awaken public confidence in the movement and serve as an incentive, Their Highnesses have deposited moneys in societies from their private purse. Their Highnesses have been pleased to make personal enquiries about the condition of societies during their tours. Special Public Service Medals have also been awarded to enthusiastic co-operators who work for the public good.

*His Highness' Speech.*—I may be permitted to quote the following words expressed by His Highness the Maharaja of Mysore, which explain the cardinal principles of co-operation in a nutshell.

“I have little doubt in my mind that the main difficulty which at present prevents large classes of the community from successful competition in industrial and other enterprises is the deficiency of organised capital and the want of confidence between man and man, of which that deficiency is in no small measure the result. Under the co-operative system any local body of craftsmen or agriculturists, however poor and however limited in numbers, has the means of acquiring gradually and from small beginnings, sufficient capital to provide for immediate needs and for future progress, and I would urge on all educated and enlightened men, whether immediately concerned or not, with agriculture, crafts or commerce the duty of promoting these societies to the extent of their ability. Apart from material return, which is their immediate object, such societies have, in every country where they have taken root, proved great moral educators and promoters of mutual confidence, self-reliance and honest enterprise.”

*Conclusion.*—If we look around we see that vast changes have come about in almost every field of human activity.

Old ideas are yielding place to new ones ; instead of unhealthy competition we find co-operation ; caste and sectarian differences are giving way to brotherhood. Co-operation has also a great moral educative value and is the training ground for all civic and social activities. To the extent to which these sterling qualities are developed, the co-operators will prove their fitness for local self-government.

The co-operative movement is a democratic movement and as such, its success depends upon the proper assimilation of the co-operative principles by the masses. The lessons learnt from the present difficulties should be of great value in the more strenuous efforts that have to be made in the organisation of fresh societies on sound lines.

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## MYSORE POLICE CONFERENCE.

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Inaugural Address by Mr. P. F. Bowring, Inspector-General  
of Police.

*28th July 1924.*

It may interest you to know in brief the development of the police system in Mysore during the last 100 years.

In the early days of the Hindu Rulers the duties of the police were carried out by village servants of the following denominations, which were continued right up to the days of Hyder Ali, Tippu Sultan and Purnaiya.

1. Talavars—Totis—Kavaegars—the usual village servants.
2. Cuttabadi peons or watchmen of public duty.
3. Halepike, *i.e.*, ancient or common peons.
4. Omblidars whose duty was to provide constant and successive watchmen and protect all properties within their limits.
5. Amargars. *i.e.*, the Inam holders for the performance of Police duties.
6. Ankamala or watchmen of the Bedar Caste.
7. Kallakoramars, which term, as you all know, refers to the professional thieves, who were found useful in the detection of cases.

With the neglect of the village Police another body of Policemen stepped in, called Kandachar peons, a peculiar body of men who were, in addition to other duties, expected to guard the little forts or walled villages, being ready at all times to obey the calls of officers of Government.

The Officers of the Mysore Commission availed themselves largely of the Kandachar and Village Police systems. From an Order of 1832 it is learnt that the Police duties were under the Patels, the Shekdars of Mogenis in their turn being required to visit the villages constantly to see

that the Patels did their duties properly, the Amildars extracting work from the Shekdars and in their turn being subordinates to the Fouzdars.

In 1834, an important measure affecting Kandachar peons was introduced. These were henceforward to be clearly understood to be exclusively Police Peons. Their Officers were Daffedars and Hoblidars subject to the control of the Killedars, all of them being considered subordinates of the Amildars, who were thereby declared the Head of the Taluk Police and held responsible for all Police duties. This was the beginning of the Police system as it exists at present.

In 1856, the Office of the Judicial Commissioner was first established and this authority became *ex-officio* Inspector-General of Police.

On the recommendation of the local authorities, Government of India Act V of 1861 was introduced on 5th December 1866 and extended to the Town and District of Bangalore.

In 1871, orders of the Government of India on the question of the re-organization of the Police were received. This aimed at the establishment throughout the Province of new Police arrangements based on the Village Police system, instead of adopting the Madras system. It was held that the village system was not sufficiently cared for, and that the superior advantages the village Police Officers possessed, with their local knowledge over the Regular Police in detecting or giving information regarding dacoits, etc., was not utilised. With a view to secure economy and efficiency it was considered necessary that these village institutions should be duly recognised in any comprehensive Police system for the Province.

At the close of 1872, rules were drawn up in accordance with the foregoing principles, and the Government of India sanctioned one set containing 32 sections providing for the organization of Village Police and another set containing 68 sections pertaining to the Regular Police.

Certain powers and responsibilities were conferred on Police Patels, who were expected to work under the orders of Station House Officers, and the duties of Inspectors in their relations with Taluk-Magistrates were clearly defined.

In 1872-73, the Police of the Province was in a transient state owing to the pending introduction of an organised Village Police System.



The then Judicial Commissioner Mr. Mangles fixed a scale of 4 officers and 20 constables for each taluk in the Chitaldrug District. A Deputy Inspector-General of Police was appointed in 1873 to aid the Judicial Commissioner and in 1874 Assistant Commissioners were appointed to help Deputy Commissioners in disposing of "Minor executive details" of their work in the Police Department, and to aid them in the work of supervision and control. The position and functions of the Deputy Inspector-General of Police were clearly fixed in January 1875.

Owing to the effects of the great famine of 1876-77, the post of Deputy Inspector-General of Police was abolished, the Assistant Commissioners who were helping the Deputy Commissioners in carrying out District Police work were discontinued and Taluk Inspectors who were working independently up till then were made subordinates to the Amildars.

According to the note of the Chief Commissioner in 1879 it is said that "Police Inspectors and Sub-Inspectors will cease to be independent Police Officers" but an Inspector with 1 or 2 Jamedars as Assistants will still be required for each taluk to assist the Amildars in detecting crime and in prosecuting cases before Magistrates. The salaries of Police Inspectors may range from Rs. 35 to 50 per month with a reasonable provision for horse allowance. The Inspector will rank with Taluk Sheristadars and be eligible for promotion to Amildari if entitled by qualification and good work.

In 1880, the posts of 1st Class Inspectors on Rs. 100 were sanctioned to aid the Deputy Commissioners. These headquarter Inspectors were considered the Deputy Commissioner's Sheristadars in the Police Department.

On the 27th October 1885, the Office of the Inspector-General of Police was reconstituted and a collection of Police circulars that had been issued from time to time was revised, brought up to date, and printed. Just then the late Mr. Ricketts filled the Office of the Inspector-General of Police and a perusal of the circulars issued by him and printed in the Police Gazettes from time to time will show, to any casual observer the amount of solid good work done for this Department by this much respected and esteemed gentleman who is remembered even to this day.

About this time the pay of Inspectors ranged from Rs. 40 to 50 and in special cases rose to Rs. 70.

The pay of the Daffadars varied from Rs. 9 to 13 and that of constables Rs. 6 and 7. The horse allowance of Inspectors was Rs. 12 and that of the Jamedars Rs. 8.

In March 1891, the Inspector-General of Police urged Government for removing certain anomalous conditions exercising an unfavourable influence on the system of Police Administration, *viz.*—

1. Undefined nature of dual control under which the administrative and Magisterial Heads of Taluks and Districts were also responsible for the efficiency of their respective Police.

2. Too much facility for officers changing from Police to General Departments giving rise to a tendency to use the Police Department as a stepping stone for promotion. I may tell you incidentally that the former relates to the separation of Judicial and Executive functions which is now almost a fact accomplished, and the latter is about to be solved by reserving a fixed number of posts of District Superintendents, and all Assistant Superintendents' posts exclusively for experienced and deserving Police Inspectors.

In 1892, Mr. V. P. Madhava Rao succeeded Mr. Ricketts and submitted a scheme for making Inspectors independent of Amildars; though the Government were not prepared to divest the Amildars of their Police powers they agreed with the Inspector-General of Police in introducing a new grade of Inspectors on Rs. 70 and 80 with a horse allowance of Rs. 15. Mr. V. P. Madhava Rao was responsible for training recruits in the Police Training School for the posts of Inspectors and Jamedars, and during his time direct recruitment of educated and qualified candidates belonging to the higher classes of society was introduced and most of you owe your present position to his scheme and efforts.

The pay of the constables was raised to Rs. 7 and 8 in 1896 and again to Rs. 8 and 9 and 10 in 1913 and finally in 1918 it was raised from 12 to 15 on a time scale.

In 1908, the Mysore Police Regulation based on the Bombay model was passed into law, and a set of subsidiary rules relating to internal economy, discipline, etc., were embodied in the Police Manual in 1918, and issued for the guidance of all Police Officers.



Dewan Bahadur Mr. C. Srikanteswara Iyer urged Government for further improving the pay and prospects of the Inspectors and Sub-Inspectors. Mr. K R Srinivas-iengar now Member of Council who succeeded him lost no time in placing before Government the urgency for increasing your pay, and it is entirely due to his indefatigable energies that we were able to secure a lakh of rupees for the improvement of the Department. The *minimum* pay of Inspectors was raised from Rs. 40 to 60, now it is Rs. 68. The old class of Jamedars on Rs. 20 and 25 were to be gradually replaced by Sub-Inspectors on Rs. 40 and 50, *i.e.*, 46 and 56.

Mr. Mir Humza Husein, the present First Member of Council who succeeded him, introduced a scheme for appointing Assistant Superintendents of Police for the charge of the divisions in some of the heavy and troublesome districts. This scheme provided a further incentive to the senior inspectors of merit, attainment and character.

I am fully aware of the fact that your pay and prospects are not on a par with the onerous and taxing nature of the duties you are expected to do, nor does it compare favourably with the rates and conditions of service prevailing in other parts of British India. But I may tell you that you are under the most favourable circumstances as both the present Members of Government once filled the Office of the Inspector-General of Police and are thoroughly conversant with your aspirations and your legitimate demands and have in fact agitated in their turn when in this office for securing improvements to the Department. As you are all well aware, any move in this direction means money and we have to wait patiently for sometime till the financial position of the State is in a better position to enable Government to allot more funds in the budget for the Police Department.

#### THE LONDON POLICE.

I next turn your attention as to what should be your ideal. The Police Force is only human and does not profess to be perfect, but taking everything into account, it is generally admitted by those outside the force itself who are in the best position to know, that the Government and organization of the Police Force in London is to day, in nearly every respect, the most efficient, the most humane, the most progressive and the most enlightened to be found,

not only in the British Empire but in any great city of the civilised world. When I was last in England before the War the late Sir John Lambart, who re-organised the Kolar Gold Field Police, took me to see Sir Edward Henry, the London Commissioner of Police at Scotland yard, who kindly had me shown round. The Metropolitan Police number about 22,000, our Police are 5,000 for the State, excluding about 800 officers.

Now let us see what is it in the rank and file that gives the Metropolitan Police this much envied position and reputation. I give you a summary of their duties and responsibilities, so that you may compare for yourself and note down the drawbacks and defects in our officers and men.

For enlistment in the Metropolitan Police a man must be between 21 and 27 years of age, in the prime of life, literate and generally intelligent, medically fit, strong and of robust constitution for Police work, and careful as to cleanliness. His character must be irreproachable and he must produce a certificate from two respectable householders who must have known him at least 5 years, and another from his last employer. He must be sober, honest and of good temper, and his connections must be respectable. He has also to give particulars of his career since he left school. In fact from the very first stage, a recruit must have a clean sheet. He has to sign an agreement binding himself to various conditions, among other things, to give his whole time to Police work. Even his wife may not keep a shop.

Such a recruit, on enlistment to the constabulary, starts with an initial pay of 27 shillings (Rs. 28) per week. His pay after annual increments, rises up to £2 a week, after 6 years' service. A man putting in good service of over 15 years is then promoted to the 'merit class' on 42 sh. 6d. a week or about Rs. 130 per mensem. A Sergeant gets 50 sh. 6d. a week or over Rs. 150 per mensem. Inspectors 103 sh. a week or about Rs. 350 per mensem, and a Superintendent, the highest post to which a constable can aspire, £400 per annum or Rs. 500 a month.

The pay of the constable is, on an average, the same as that of a skilled compositor, carpenter or joiner, and a higher class of recruit can be selected for the Force. The constable has also the prospect of a pension equivalent to  $\frac{2}{3}$  of his pay after 26 years of service, and of rising to the



Superintendent's grade. The constable's post is thus a coveted one, younger sons of even landed gentry seeking entry thereto.

Mere qualifications are not enough to launch a man in the streets for duty. He is put through a course of instruction, and only after he passes a qualifying examination, he is pronounced fit for duty. His examination embraces a host of subjects, from the duties of constable, attention to premises for the prevention of crime, accident, fires, collisions, etc., to Acts of Parliament, etc., and finally he has to attend Magistrate's Courts to familiarise himself with procedure and giving evidence against persons in court.

Once in the streets, the main features of his work are variety and responsibility. The public look to him for help in all manner of ways and he must be prepared to aid, direct, counsel and personally assist anybody who appeals to him, *e.g.*, an elderly female who says she feels "uncommon queer in the head and wants to be helped home the other side of London, fearing that she is about to have an epileptic fit."

The list of his official duties is long and his knowledge of Police Law must be at his fingers' ends, including cruelty to animals, advertisements, street collections, obstructions in the streets, begging, unclaimed property, dangerous structures, indecency, licenses for pedlars and hawkers, carrying of fire arms, vagrants and innumerable other matters, and above all, he has to decide on the spot whether the law has been broken sufficiently to warrant him in taking action on his own responsibility. He must be ready for an emergency and never fail to deal effectively with it however strange it may be in his experience and no matter what it may cost him in trouble, life or limb. Thus a London constable holds a position of great responsibility and his promotion depends entirely on how he discharges it. Higher ranks cannot be reached by making oneself a *persona grata* nor by the fact that your father is dead and you cannot continue your studies or that your great grandfather had distinguished service in the Cavalry and therefore you must have an aptitude for police work. First, the constable *must* put in five years' service as such unless he shows exceptional ability. He must pass an examination in professional knowledge to gain the next lowest rank—that of Section Sergeant.

He has to pass an examination regarding his educational merit, which is held by the Civil Service Commission. One of the most important orders laid down is his relationship with his constables. He must be thoroughly acquainted with the character and pursuits of all the constables and carefully instruct them in their duties, take pains to see that they are acquainted with the position of fire brigade stations, alarms, escapes and turncocks, veterinary surgeons, horse slaughterers, street ambulances, hospitals, infirmaries, shelters, work houses and relieving officers, etc.

The next step is the Station Sergeant and to attain it, another stiffer examination has to be passed. After that, the Section Sergeant leaves the division in which he has been working previously and takes charge of a station under an Inspector. He now begins to taste in full measure all the disadvantages inherent in Police duty in general. Though he has responsibility and anxiety and must constantly assert initiative and authority he has no real power. The men under him may not particularly relish having to obey a stranger from another division, who does not know the district nearly as well as they do. Of course they must carry out any orders he may give, but woe to him if he gives a wrong order. The Inspector may or may not help him. They have not probably met before, for it is a rule of the service that with every step of promotion a man shall be moved on to a new division. The Sergeant, therefore, is an unknown quantity to the Inspector, and as the Inspector will be officially responsible for any mistake he may make, naturally the new comer will be liable to the closest supervision from above as well as criticism from below. Added to all this, he is now having his first experience of independent responsibility. During the eight or ten hours he is on duty, all situations that arise at the station are referred to him to deal with. When he speaks and decides any matter, nothing will be said in reply by any one. His order will be carried out, right or wrong.

It is a severe test and many a man, who has been an admirable constable and an excellent Section Sergeant, finds life a heavy burden, indeed, in his new sphere. Yet for this very reason this comparatively humble post of Station Sergeant marks the turning point in a man's career and also provides for the public the best possible guarantee that before any man can become an Officer of higher rank he has been well trained.



A good Station Sergeant who wins the willing obedience of his men, whose work is well reported on by his Inspector and who can feel that he has the respect of the members of the public generally who come in contact with him at his Station, has won his spurs. He has proved that he is a man of sufficient tact, ability and knowledge, not only of Police law and practice, but of human nature and character to be trusted with any responsibility that may come in the way of an executive Police Officer of any rank. If he does not show these qualities to the satisfaction of those whose business and interest it is to find and to promote the best man, he gets no higher in the service, and may even have to return to his section. Assuming he has given evidence of the powers and qualities needed, he will be encouraged to compete for the post of an Inspector.

The duties of an Inspector are multifarious. He has not only to deal with all charges, questions and complaints which reach the station during his hours of duty or to take charge in emergency of special investigation into serious crimes, but he is also jointly responsible with his colleagues at the station for the whole management and organization of the men attached to the station.

Now regarding the plain clothes force, all men employed in the C. I. D. in London are chosen from constables. No one, no matter what his qualifications for plain clothes work may be, can become a detective, until he has done at least 12 months' duty in the streets. The selection of recruits for the C. I. D. is very strict and is made under the personal supervision of the head of the department. Once selected, the recruit is tested by being put on patrol duty under experienced men for a few months. If after practical experience of his powers of observation, diligence, and discretion, it is found that he does not show in actual practice, the necessary qualities, he is reverted to ordinary duty. If on the contrary his progress in criminal investigation work is satisfactory, his probation is extended until he is fit to be examined with a view to appointment in a rank, corresponding to the position of a constable in the body of the Force. He must know the *methods* by which charges made against persons for ordinary offences, such as stealing, betting, house-breaking and the like have to be tested to give him the right to arrest. His duties, while he is on patrol, are under the strictest surveillance. He has to account, for all

he does, to detective Sergeants, and Detective Inspectors, and he is under the authority of the uniformed Officers of the Station to which he is attached, as much as if he were still in uniform. His position is not by any means independent as he has to enter in his diary all he does, where he goes, whom he sees, and the result of his interviews, etc. For any work done, he has to furnish precise information to his superiors, of the way in which he accomplished it.

The real art of plain clothes work does not lie in the performance of a sensational *coup*. The test of the efficiency of the C. I. D. is not in the number of the press notices it is able to obtain by the successful unravelling of extraordinary cases of shocking murders or unnatural crimes, etc. Such work has to be done, and the experienced men in the department must be prepared at any time to take them up. But the duties of every day which are concerned with ordinary crimes and misdemeanours, that by their mere numbers far outweigh in public importance the occasional "shocking outrage," require the exercise of trained intelligence, constant vigilance and qualities which are concerned as much with the prevention of crime as with its detection. The most successful detective is the man who knows best how to deal personally with criminals whether, "wanted" or legitimately at large and with the people among whom they live and to whom their movements and whereabouts are generally known. He gains his power and knowledge by the exercise of unfailing courage, tact, patience, imperturbability of temper. He uses his information cautiously, never betraying his informant and for his own sake, never obtaining information by pretending to be other than what he is. He takes care, if possible, that the men who have been convicted and sentenced through him, shall have reason to feel that, apart from his duty in taking them, he is ready to stand their friend and even go out of the way to do them a good turn by using his influence to procure help for their families during their retirement or enabling them to obtain help from a Prisoner's Aid Society upon their release. On the other hand, he never fails to make them realise that in the performances of duty, he knows neither fear nor favour.

In cases of grave robberies or other crimes success in detection of the perpetrators depends, as a rule, far more upon the knowledge by the Force of where the men who have committed such crimes in the past are to be found,



and the local knowledge of detectives and police of criminals in their respective localities, than upon "clues" and evidence gained on the spot. Though no hard and fast rules exist among criminals as to particular classes of crime nevertheless, the man noted for particular kinds of depredations who has a special faculty for gaining accurate information of the criminals in the locality, and for keeping in touch with persons who can tell him at once, upon demand, whether so and so has been seen in circumstances which suggest that he may be the very man who is wanted for a great robbery a hundred miles away is worth his weight in gold. The spirit and practice of constant effort to know and be known by people who can give or procure information is of far greater importance than mere sharpness of wit to a detective.

I will now deal with the causes that lead to the unpopularity of the Police in this country, and as Mr. Gordon, Principal of the Police Training School at Sardah, says :— The Public in India is ill-disposed towards the Police, and one of the causes is beyond your control. They have not learnt fully their civic responsibilities and do not readily range themselves on the side of law and order. They live long distances from Courts and constant adjournments and delays causing harassment and expense to complainants and witnesses induce the public to deny the knowledge of the offences in their neighbourhood, and to hold back information in their possession which would be of great value to the Police.

The second reason for unpopularity is the overbearing high-handed conduct of the Police towards the Public, their hectoring bullying methods, their lack of consideration for the feelings of others, in short, their forgetfulness of the fact that they are *public servants*, that the Police officer is the *servant and not the master* of the public. The remedy lies in your hands and mine. I hope that you will make strenuous and systematic efforts to improve the attitude of the subordinate ranks towards the public. The lower ranks must understand that while their duties are very often unpleasant and difficult to themselves and the public it is of the utmost importance that by the exercise of unfailing civility and courtesy they should make the execution of such duties as little harassing and distasteful as possible. Police Officers frequently forget the relative importance of their duty and their powers. Your powers

are the least important part of your equipment and you are not expected to wield harshly or unmannerly the enormous powers given to you. In order to be an efficient Police Officer you must obtain the assistance of the public and in order to obtain it you must either command it or obtain it as a free gift. As you cannot command I would advise you to win the assistance and goodwill of the public on both *selfish and natural* grounds. Selfish because public support is necessary for you. The old days are gone. Increased education, improved communications, a wider knowledge among the people of their rights and a steadily increasing share of the people in governing themselves make it quite impossible, as it is also undesirable, to command assistance by threats, rough treatment and fear. You must win the public sympathy for natural reasons, because like begets like, resentment is provoked by harshness. Consider your own feelings and put yourself in the position of a member of the public and realise how you would resent rudeness and inconsiderate treatment.

In the Police Manual for the Royal Irish Constabulary it is laid down that a Police constable should be particularly careful to govern his temper, that his temper may not govern him. Every Policeman who desires advancement should make courtesy and politeness to the general public, his special study. Officers of this Force are directed to recommend no man for promotion who is arrogant, rude, rough or unmannerly in dealing with the public, and this rule should be acted on whether such a man has been successful in the detection of crime or possesses superior education and can pass examinations with success. Literary education entirely unfits a man for the Force when it puffs him up, makes him conceited and leads him to think himself too good for the profession. Such grave defects, if not checked, lead to arrogance, self-assertion and often to great rudeness, which is sometimes mistaken by the man who assumes it for "Independence," but which is really a fault the public can complain of. The Officers of this Force are required to do all in their power to assist in raising the character of the service in the estimation of the public by watching and observing how their subordinates deport themselves towards the public when on or off duty. As a result of instructions on these lines which are insisted by the Officers and closely followed by the men, the Police in Great Britain and in London enjoy



a splendidly deserving reputation for courtesy, patience, and consideration in their dealing with the public.

The Police constable is a favourite with the people. He is liked, respected and generally admired. At the same time crime is well under control.

Is it too much, then, if I ask you not to treat the complainant or accused at the station, as if he were a criminal or a beggar soliciting a favour of you? In asking for an investigation he is demanding not a favour but a right, that is his own by law from a public servant paid by Government out of the country's revenue to carry out that Law. Witnesses under examination should be treated with the full respect due to their position and not unnecessarily dragged far away from their homes. How often is it that he is treated like so much dirt and made to wait for hours till he is sick of the methods of the Police? In treating the criminal whether a convict or suspect be reasonable and as forbearing as possible. Roughness and brutality will gain you nothing but a garbled confession of no value, while at the same time you alienate all the sympathy of your fellow beings and on-lookers. Prevention of crime is your first duty and every criminal reformed is so many crimes prevented. In the absence of a Released Prisoner's Aid Society surely it rests with you to encourage a convict on return from Jail to take up an honest occupation and cut off his former evil associations. Watch your bad characters carefully and systematically but without harassing help him towards reformation.

The forceable seizure of transport, impressment of coolies, demanding money from carriage drivers, licensed shop keepers, stall holders, tobacco sellers or from public gambling houses must be put down. The worry and annoyance to people at the time of inquest, especially to the relatives of the deceased should be minimised as they require the best sympathy of the officers holding the inquest. Abusive language, swaggering demeanour, insulting behaviour, and turning a deaf ear when assistance is required of you by the old and infirm, women and children, these must be put down. Above all you must be above suspicion in all matters, and always smart and tidy.

## THE MYSORE REFORMS.

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### Lord Ronaldshay's Views.

WE TAKE THE FOLLOWING FROM AN ARTICLE CONTRIBUTED BY LORD RONALDSHAY TO THE *July* ISSUE OF THE *Nineteenth Century and After* ON "NATIONALIST INDIA—WHAT DOES IT WANT?"

### *Lesson from Mysore.*

It so happens, however that evidence on the point (the solution of the problem of Indian Government) is forthcoming from an entirely different quarter. In the autumn of 1922 an announcement was made by order of His Highness the Maharaja of Mysore of certain developments in the Constitution of the State upon which he had decided, and of the appointment of a committee to work out the details of the plan. The committee under the chairmanship of an eminent scholar of Bengal, Dr. Brajendra Nath Seal, Vice-Chancellor of the Mysore University, issued its report in March 1923. Its recommendations were intended to provide a Constitution which, while taking cognisance of present-day tendencies throughout the world, yet seeks to base itself upon Indian rather than upon Western theory, and to give expression to Indian rather than to European ideals. There are, of course, considerable differences between an Indian Native State such as Mysore, in which the position and prestige of a hereditary Ruler are factors of paramount importance, and the provinces of British India, and in one important respect the constitution pitch in British India has perhaps, been "queered" by the use of the word "responsible" in the famous declaration of Parliament of August 20, 1917. But there are features of the scheme which could be made applicable to territories where conditions differed widely from those prevailing in an Indian Native State and in any case it deserves careful study as the product of a committee wholly Indian in *personnel*.



*Process of Law-making.*

The process of law-making is regarded as a threefold one. The first part of it consists of the submission of matters in respect of which legislation is desired. Such submission should come from the people themselves, and the organ to be set up to undertake this part of the process is a Representative Assembly so constituted as to be an epitome of the people. Its members would, in the words of the committee, "articulate the intuitive and unsophisticated views and wishes of the people." The second part of the process is a technical one, namely, the scientific examination of legislative proposals before they are submitted to the Legislature, and the organ by which this task is to be undertaken consists of Standing Boards of experts so constituted as to be qualified to advise both the Executive and the Legislature. The final part of the process, namely, the actual discussion and amendment of draft Bills, is to be performed by a body much smaller than the Representative Assembly made up of persons of knowledge and experience, a body which would be not so much "an epitome of the people" as "an assembly embodying the collective wisdom and virtue."

The means by which it is sought to make the Representative Assembly an epitome of the people deserve attention. Territorial constituencies provide a general basis on which to build up a system of popular representation; but there are other considerations in addition to the mere accident of an individual's residence in a particular locality which must be taken into account.

Neighbourhood (argue the committee) is no doubt a vital bond . . . and territorial electorates are a necessary basis of representation . . . but the ties of common interests and common functions that bind men into groups and associations independently of the tie of neighbourhood acquire greater and greater importance with the more complex evolution of life and society. . . . A citizen of a State is a citizen not merely because he resides in a particular locality but really, by virtue of the functions he exercises and the interests he has at stake in the body politic.

The constituencies should, consequently, be vocational as well as territorial. There is here clearly a reaching back to the guilds and other corporations which were a feature of the social organisation of the Aryan settlements in the Ganges

Valley 2,000 years and more ago; and, indeed, the committee claims the support of the ancient Sanskrit works on political science for its contention that representation of this kind is in strict accordance with the political genius of the Indian peoples.

The Ministers who constitute the Executive are the agents of the Ruler of the State, with whom decisions regarding legislation and all other matters affecting the life of the State ultimately rest. They are therefore, irremovable by the Legislature. This does not mean, however, that the system of Government is an autocracy, for the Ruler, according to the theory on which the scheme is based, whether he be the hereditary head of the people or an elected head of a non-monarchical State, rules by virtue of his representative character, and a referendum to the people (in the case of Mysore from the Maharaja to the Representative Assembly) is the means whereby the unity between the Ruler and his people is made real and effective. The referendum, consequently, is regarded as fundamental in the Constitution and it is by its operation that the primacy of the people is assured.

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## THE INDIAN CENSUS OF 1921.

### An analysis of the Figures.

From the final report of the Census of India, taken on March 18, 1921, it is possible to cull not only statistical information, but many items of general interest. In the larger table (below) are summarised the main results of the census.

### ANALYSIS OF CENSUS RESULTS.

	India	British Provinces	Indian States
Area in square miles ..	1,805,332	1,094,300	711,032
Number of towns and villages	687,981	500,088	187,893
(a) Towns .. ..	2,316	1,561	755
(b) Villages .. ..	685,665	498,527	187,139
Number of occupied houses ..	65,198,389	50,441,636	14,756,753
Total population ..	318,942,480	247,003,293	71,939,187
(a) Males .. ..	163,995,554	126,872,116	37,123,438
(b) Females .. ..	154,946,926	120,131,177	34,815,749

In addition to the general schedule, from which the main statistics were obtained, a special industrial schedule was issued to managers of establishments employing more than 20 workers asking for detailed particulars about the personnel and their occupations upon which they depended for their living.

The main figures of workers and dependents in the total population are probably the most interesting result of that portion of the census. They are:—

	Workers	Dependents
1901 .. ..	47	53
1911 .. ..	47	53
1921 .. ..	46	54

The general distribution of the population by occupations is illustrated in the following table, which gives the proportions occupied under each sub-heading in an average sample of 10,000 people:—

### GENERAL OCCUPATION DISTRIBUTION.

Class	Number per 1,000 of total population supported	Actual workers
1. Pasture, agriculture and hunting ..	7,298	3,344
2. Mines and minerals .. ..	17	11
3. Industry .. ..	1,049	498
4. Transport .. ..	137	62
5. Trade .. ..	573	255
6. Public force .. ..	69	33
7. Public administration .. ..	84	32
8. Professions and liberal arts .. ..	159	66
9. Independent incomes .. ..	15	6
10. Domestic service .. ..	144	80
11. Unclassified .. ..	351	188
12. Unproductive .. ..	104	58
Total ..	10,000	4,633

### UNORGANIZED WORK.

India is essentially an agricultural country. The proportions shown in the first group of the above table include pastoral and hunting occupations, but agriculture proper supports 224 millions or 71 per cent of the total population. The bulk of the 10 per cent of the population supported by industry are engaged in unorganized work connected with the supply of personal and household necessities and the simple implements of work. Organized industries occupy only 1 per cent of the people.

An important sub-division of the agricultural group includes the plantation workers and the cultivators of vegetables. These have increased from just over 1,000,000 in 1911 to 1,422,000 in 1921. The movement in the tea population in Assam and Bengal is shown in the following table:—

Province	Gardens		Persons employed	
	1911	1921	1911	1921
Assam .. ..	609	795	493,483	517,118
Bengal .. ..	240	340	191,286	188,549



The coffee industry, on the other hand, sustained a severe depression at the end of the decade, and the labour employed has been reduced.

The total number of people dependent upon the mines and minerals group is only 399,000, of which between 265,000 and 267,000 are actually workers. Coal-mines support 288,000 of this aggregate, of which 205,000 are actual workers.

#### INDUSTRIAL PURSUITS.

Next in importance after agricultural pursuits come industrial ones, and the numbers employed in the chief industries are shown in the following table:—

Industry			Number (000's omitted)	Percentage	Variation since 1911 (decrease)
Industries	..	..	33,167	100·0	6·0
Textiles	..	..	7,848	23·7	5·5
Wood	..	..	3,614	10·9	4·9
Metals	..	..	1,802	5·4	3·2
Ceramics	..	..	2,215	6·7	1·1
Chemical	..	..	1,194	3·6	3·9
Food	..	..	3,100	9·3	16·5
Dress	..	..	7,425	22·4	4·2
Building	..	..	1,754	5·3	14·9
Jewellers	..	..	1,694	5·1	4·8
Scavengers	..	..	1,377	4·2	0·9
Others	..	..	1,144	3·4	3·0

The textile industries are by far the most important, and of these the cotton industry supports 5,872,000 or about three-quarters of the total textile group. There are, however, only 434,000 persons and 237 establishments connected with cotton manufacture, and these belong principally to Bombay and its States. There are in all 161,206 cotton looms in India, of which more than four-fifths are worked by power. About 493,099 persons are supported by the spinning, pressing and weaving of jute, against 362,369 in 1911. The number of dependents cannot be very large, as a great proportion of the workers, both skilled and unskilled, are "immigrants," and there is work for all ages and sexes. Of the remaining important groups, the population includes 18·1 millions dependent on trade, and of these more than half are supported by food industries, while the textile trades support 1·3 million, banks, brokers, and commission agents together 1·2 million and general storekeepers and shopkeepers 2·7 millions.

The definition of "industrial establishments" used in the special industrial schedule is sufficiently wide to include all factories of any importance in the country while excluding small undertakings like village oil presses, small rice-pound-ing plants, or small tailoring establishments. The total number of establishments returned as employing 20 or more persons in the whole of India was 15,606 in which 2,681,125 people were employed. Taking individual industries, the most important are tea gardens with 28 per cent, cotton 16 per cent, jute 12 per cent, coal 7 per cent, railway works 4 per cent, bricks and tiles 3 per cent, vegetable oils and petroleum 2 per cent, and printing presses 2 per cent.

#### WOMEN AND CHILDREN.

An examination of the figures in regard to women and children shows that adult unskilled women number 508 per 1,000 adult men, and the proportion of the children of both sexes under 14 years of age is 140 per 1,000 adults. By far the majority of women labourers are on the plantations, and women and children are also numerous in the textile and mining industries. The number of women employed has increased since 1911 in the plantations and textiles and decreased in the mines. Children have decreased in the plantations and increased in the mines. Both women and children find considerable employment in the establishments connected with glass, pottery, cement and building and to a less extent in those of food and dress.



## CO-OPERATION IN MYSORE.

A NOTE BY THE REGISTRAR ON THE ACTIVITIES OF THE  
DEPARTMENT FOR THE PERIOD OF 3 MONTHS FROM  
JUNE TO AUGUST 1924.

With a view to achieve substantial results in the consolidation work, the condition of societies was carefully studied by the Department, and vigorous attempts were made to cancel all worst societies which showed no signs of vitality in them. As a first step, it was thought desirable to cancel as many as 113 Co-operative Societies in the whole State. Regarding the starting of new societies, particular care is being taken to conform to the views of the Committee on Co-operation. Mushroom growth of societies without prospect of success is being discouraged on all sides. The Registrar, in addition to delivering public lectures on the benefits of Co-operation in the places visited by him during his tours, presided at the Bagalkot Karnatak Conference, in July 1924 thus rousing the public interest in the Co-operative Movement both in and outside the State.

Special measures were taken to help the members of the Weavers' societies in the distress area in the Tumkur and Kolar Districts. A sum of Rs. 5,000 was placed at the disposal of the Registrar for lending to them free of interest for 2 years. Rupees. 3,000 and Rs. 2,000 were placed at the disposal of Deputy Commissioners of Tumkur and Kolar respectively for a similar purpose.

The following Societies availed themselves of the concession given :—

				Rs.
1.	Kunigal Co-operative Society	..	..	1,000
2.	Kallur	do	.. ..	500
3.	Bidare	do	.. ..	500
4.	Gubbi Weavers'	do	.. ..	500
5.	Buluvarnerlu	do	.. ..	500
6.	Maddagiri	do	.. ..	1,000
7.	Midigesi	do	.. ..	500
8.	Kodlapur	do	.. ..	800
9.	Jodikamsanhalli	do	.. ..	450
10.	Malur	do	.. ..	1,000
11.	A Committee of respectable gentlemen at Tayalur	..		700
12.	Two individuals of Bowringpet & Sidlaghatta	..		300

The Mysore Provincial Bank also readily came forward to finance the societies in the distress area for helping their members to carry on their agricultural operations. After proper investigation and re-commendation of the Department, a sum of over Rs. 27,000 was granted by the Bank to eight societies in the Tumkur District. The Bank also gave extensions of time for the repayment of the loan falling due, which the societies were unable to repay owing to seasonal distress.

Preliminary measures were taken in regard to the establishment of a Central Co-operative Propaganda Institute on the model of the Bombay Central Co-operative Institute. There is no denying the fact that there is a dire need in our State for an institution which could take up all the propagandistic work of holding the Provincial, District and Taluk Conferences. The Institute is intended also to undertake the spreading of proper Co-operative knowledge among the people by means of leaflets and lectures, the training of office bearers of societies, the auditing work of societies, etc. It is noteworthy that a few public spirited gentlemen have readily come forward to adopt the necessary measures to organize the Institute. A preliminary meeting of the promoters was held on the 12th August 1924, in which necessity for such an Institution and other details were fully discussed. As a result of this meeting, it was settled to hold another meeting on the 23rd instant for considering the Bye-laws of the Institution. Unfortunately, this year, the floods have caused untold miseries to the poor people at Shimoga and elsewhere who have lost properties worth lakhs of rupees. Help towards relief has come from all directions. This Department also has taken initiative to help the sufferers by starting a House Building Society with the prospect of obtaining sufficient financial help from Government. The Registrar held two meetings at Shimoga for the purpose. Resolutions were passed for starting the society and for requesting Government to provide funds to the extent of Rs. 2 lakhs, of which one lakh to be free of interest and another lakh at  $3\frac{1}{2}$  per cent interest per annum and for allowing certain concessions to the sufferers in respect of supply of timber, etc. Necessary recommendations have been sent up to Government in the matter and their orders are awaited.

Circulars have been issued to societies for contributing some money out of their profits or charity fund towards



flood relief fund. The following societies have already contributed the amounts shown against them:—

	Rs.
1. The Bangalore Central Co-operative Bank ..	500
2. The Bangalore City Building C. S. ..	100
3. The Rumohalli C. S., Bangalore Taluk ..	10
4. Goribidnur Co-operative Society ..	300
5. Tumkur Sri Raghavendraswami C. S. ..	25
6. Harihar Co-operative Society has given out of ..	545
the dividend of the last year for giving relief to the sufferers in the Harihar Town and neighbouring villages from floods and the Government have appreciated the public spirit of the members of the Society.	

K. H. RAMAYYA,  
*Registrar.*

















